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Refugee Reports

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STUDY SHOWS BOAT REFUGEES' CHILDREN ACHIEVE ACADEMIC SUCCESS

This article by Dr. Nathan Caplan, Dr. John Whitmore, Quang Bui, and Marcella Trautman summarizes a study they completed in June at the University of Michigan in Ann Arbor. Caplan is program director for the university's Institute for Social Research and professor of psychology. Whitmore is a historian and research scientist with the university's Center for South and Southeast Asian studies. Quang Bui is a Ph.D. candidate in political science. Trautman is a Ph.D. candidate in psychology. The study was sponsored by a grant from the Spencer Foundation.

Beginning in 1975, hundreds of thousands of refugees fled Southeast Asian countries and were resettled in the United States. Collectively, those refugees who fled after 1978, particularly from Vietnam, were referred to in the press as the "boat people". Their escape was perilous. For those who left by boat, it is estimated that as many as 50 percent perished at sea.

Those arriving in the U.S. in the fall of 1978 differed from earlier arrivals who left Vietnam with the fall of Saigon in April 1975. Largely, these had been educated Vietnamese who were familiar with Western culture and possessed English-language skills. On the average, the boat people were less educated and more limited in job skills, education, and English proficiency.

Recent press reports, though, have suggested unusually high levels of academic success among the children of these boat refugees. Our objective was to document this academic success and to examine its relationship to traditional cultural values and other refugee attributes.

It is important to note, too, that this study analyzed the academic achievement of a particular group of refugees, mostly Vietnamese and ethnic Chinese from Vietnam and some lowland Lao, who arrived in the U.S. after the autumn of 1978. The findings cannot necessarily be generalized to all refugees from Southeast Asia.

IN THIS ISSUE:

Young Southeast Asian refugees have achieved notable success in U.S. schools. This month's issue features an article by researchers at the University of Michigan on their study of the scholastic achievement of boat refugees' children..........1

- Recent Developments

Objections to president's proposed FY 86 refugee admissions ceiling extends consultation process........6

- Update.................9

- Projects and Programs

MELT-TAP aims to standardize refugee ESL teaching in U.S.; Programs prepare refugees for U.S. high schools..........11

- Meetings and Conferences

- Resources

Resource items focus on refugee education..........13

- Statistics

FY 85 refugee arrivals by state of resettlement and country of origin as of August 31, 1985............16

Boat Refugees' Children Academically Successful We learned several things from this study, some of them surprising. First, despite the trauma they have suffered, the children of the recently arrived "boat people" refugees evidence a high level of academic achievement, whether measured by grade-point average or scores on nationally standardized tests.

This extraordinary level of scholastic achievement is true for the group as a whole and is not the result of a few exceptional children raising the overall mean.

We can expect these refugee students to do even better in the future. As literacy skills improve, it is reasonable to expect that grades will improve in all courses, and, accordingly, the overall GPA will also rise.

The main reason for the success of these children appears to be the compatibility of what they bring with them--traditional cultural values, cohesive family structure, achievement orientation, and the ability and willingness to adopt new coping strategies--with the requirements and opportunities for success in the U.S.

Study Shows High Level of Economic Progress In a larger study on the economic achievements of the boat refugees that we did for the Office of Refugee Resettlement (ORR) last year, we found that the families of these children demonstrated a surprisingly high level of economic progress in a short period of time.

Their progress toward economic self-sufficiency and their level of economic attainment in an absolute sense reveal a rather remarkable achievement given the hardships faced by these refugees, especially keeping in mind the differences between these refugees and those who came into the U.S. in 1975 when Saigon fell. The refugees in this study were far less able to handle the English language; they arrived with no economic resources; they were not as well educated; and, finally, the state of the U.S. economy was far worse upon their arrival than it was in 1975.

In short, the families of these children climbed out of poverty, in the midst of a poor economy, with minimal outside help. Their story is one of outstanding initiative and diligence in the face of very difficult circumstances.

Over One-fourth Have "A" Averages The data for the educational achievement study came from parent interviews and school records for 200 households containing 536 school-aged children--Vietnamese, ethnic Chinese from Vietnam, and lowland Lao refugees in five U.S. locations. We obtained grades for the spring 1984 term. Twenty-seven percent had an overall grade-point average (GPA) in the A range. Exactly ten percent had a perfect 4.0, or straight-A, average.

Fifty-two percent of the students had overall GPAs in the B range, 17 percent in the C range, and 4 percent had GPAs of D or less.

The refugee student performance was even better in terms of mathematics alone. Forty-four percent received a 4.0 GPA in math, while another 3 percent earned either a 3.7 or 3.8. Another 32 percent had a grade of B, 15 percent C, and 6 percent below a C.

The mean overall GPA is 3.05, the mean math grade is 3.18, and the mean science grade is 2.9.

Above Average Results on Achievement Test Of the 97 refugee students for whom California Achievement Test (CAT) scores were obtained, 29 percent placed in the top 30 percent nationally. Forty-five percent of the students placed from the fortieth percentile to the sixty-ninth, and 25 percent below the fortieth percentile.

Overall, the refugee students did better on the CAT than did all students nationally, with fewer in the lower 40 percent, more in the middle 30 percent, and almost the same in the top 30 percent.

In general, the refugee students did much better in mathematics and relatively less well in reading and language, though spelling was an area in which many excelled. Sixty-one percent of the refugee students placed in the top 30 percent nationally in mathematics. The students sampled were slightly below the national average in reading and language.

High Performance a General Characteristic These high results on standardized tests showed no significant variation between different school systems. It is important to note that these students attained high academic marks in schools which are in low-income or inner-city areas. That is, they succeeded in schools generally considered to be less fortunate with respect to economic and related resources and, at the same time, associated with less motivated and more disruptive student bodies.

Had the refugee students done well only on GPA, there would be reason to discount their achievements. That they did very well when compared nationally on the CAT would argue that their scholastic achievements are impressive either by local or national standards.

Values Related to School Achievement To account for the high level of academic achievement, hundreds of variables, including data from the ORR economic self-sufficiency study and data collected specifically for the education study, were used to build an explanatory model. While the explanatory power of the model is limited by several factors, we offer the following interpretations of the academic achievements of this group because the model represents the best conceptual framework for giving meaning to the data.

In interviews, the refugee families rated the importance of each of a list of traditional cultural values. The single item viewed as highly important by virtually every household was "educational achievement" (99 percent). It was followed closely by "a cooperative and harmonious family" (97 percent) and "responsibility about carrying out obligations" (97 percent).

Next in perceived importance was a set of family-centered values: "Respect for family members"; "respect for elders"; "a cohesive family"; "family loyalty"; and "a family guided by morality and ethics". Between 88 and 94 percent rated these values extremely or very important. Of the family-related values in the list of twenty-five items, five were viewed as being among the most important by about 90 percent of the respondents.

Other items in the value hierarchy viewed as important emphasize commitment, the work ethic, and impulse control: "restraint and discipline"; "a belief in the value of hard work"; and "willingness to sacrifice the present for the future".

The three value items considered most important, in order of the frequency mentioned, were the following: "educational achievement"; "a cohesive family"; and "a belief in the value of hard work". These items were cited among the three most important values by over 95 percent of the respondents.

When asked to indicate the goals and preferences they view as most important for their nonrefugee, non-Southeast Asian neighbors, the two cited most often were "seeking fun and excitement" and "desire for material possessions"--that is, the very two items cited least often as important by the refugee respondents when designating their own value preferences.

Variables Account for Variation in GPA The technique used to analyze the data, a multivariate analysis, takes into account simultaneously the effects of several potentially important variables, allowing us to develop a more comprehensive and realistic understanding of the determinants of GPA.

The item which was best able to account for, or "explain," differences in GPA between households was the degree of importance respondents placed on the statement, "finding a place for the family in the community and in relation to the past." Variation in the response to this value statement explained 13 percent of the variance on GPA. It is the lengthiest, and perhaps the most complex, of the value statements used in the questionnaire. Undoubtedly, it captures a number of important attitudes toward the resettlement process, such as "fitting in" and continuity with the past.

"Ashamed to be dependent on welfare" contributes an additional four percent to the variance. "Willingness to sacrifice the present to the future" also contributes four percent to the variation, and suggests that the educational performance of the children represents a human capital investment in the future by the family.

Refugees Perceive Effort as Key to Success The boat-refugee families studied see the potential for scholastic achievement to lie within themselves and their own efforts. Over 90 percent of them felt that what helped their children to gain such success was the love of learning, the ability to work hard, and the capacity to persevere. Even "innate intelligence" fell slightly behind "effort" in their rating.

Much agreement existed in the elements that were seen to hinder the children in their studies. More than two-thirds of the respondents recognized the need to gain a better proficiency in English for scholastic achievement.

Disruptive behavior by non-Southeast Asian students was seen as a major negative element. This appears to reflect the refugees' fear that their children will be affected by what they view as the materialistic and hedonistic lives of the surrounding community.

Other hindrances include problems of transportation and family demands. On the other hand, the students' physical and emotional problems and school deficiencies were seen as minor hindrances. Fate and luck were also ranked low as elements affecting performance.

In sum, the refugees look within themselves for the means to advance academically. They see their environment as presenting some barriers or providing some aid for their efforts, but the efforts themselves are seen as most instrumental to academic success.

As shown in the ORR self-sufficiency study, the refugees' tendency is to push ahead, relying mainly on their own efforts, supplemented by whatever external help is available. In this way, neither the economically depressed conditions of the early 1980s nor any deficiencies of the schools their children attend have held them back. Indeed, the refugees seem to say that they themselves do not expect to be held back by such external factors.

Values Important, Opportunity Essential, to Refugees' Success Important, then, is the compatibility of the refugees' values with the attitudes, including the "work ethic," associated with success in the U.S. The high level of motivation, willingness to face new experience and endure hardships to become self-sufficient, and the optimistic "can-do" spirit are reflected in the values expressed by the refugees.

But it is critical that there be opportunity in order for the refugees' aspirations to materialize. Despite difficult circumstances, these families climbed out of welfare dependency rather rapidly, making the very most of the available job opportunities. It would be safe to venture, though, that for long-term social and economic advancement, education is viewed as a more plausible avenue than is mobility through workforce participation. The opportunity for their children's education is far less restrictive than the opportunity for adult employment, and the children are doing extremely well in school.

It is also worth pointing out that the opportunity for educational advancement in the U.S. is more egalitarian than was traditionally true in Southeast Asia. Many families are thus able to provide their children an education which would have been reserved only for the more advantaged. This new opportunity for education may also be a motivating factor that helps explain achievement.

Success Attributed to Traditional Values, Not Adoption of New Ones Two general points deserve emphasis before going to additional data. First, much of the past literature on refugees and immigrant groups has emphasized that successful resettlement comes about because refugees adopt the ways of their nonrefugee neighbors. The refugees studied, however, appear to have gotten along as well as they have because of what they have brought with them--in particular, their traditional cultural values, which are perceived as quite different from those attributed to their nonrefugee neighbors.

Second, their values have helped them achieve because they are compatible with the requirements for success in the U.S., a vastly different social and economic landscape than what they knew in the past.

Equality of Wives' Role a Key Variable When all available variables were analyzed in relation to GPA, the first three items, accounting for an important 33 percent of the GPA variation, pertain to family roles and the relative influence of the husband and wife in decisionmaking.

Children with higher GPAs came from homes where both parents were reported to participate in making a decision such as whether or not the husband should quit his job. By contrast, those students with lower GPAs came from homes where such a decision was made by the husband alone, or with minimal input from his wife.

The item ranked third in accounting for GPA variance also relates to the relative equality of the husband and the wife in the home. Children with higher GPAs came from homes which disagreed with the statement, "A wife should do whatever her husband wants."

Reading to Children Found Critical The second most important factor in explaining GPA levels was whether parents read to the children at home. The children who do better in school come from homes where the parents read to them.

Almost half of the parents reported they read to their children. Of those, twice as many read in their native language as in English. Those children read to in the native language had somewhat higher GPAs than those read to in English. While this difference in mean GPA is not statistically significant, the direction of the difference is, nonetheless, of interest.

At a minimum, this finding suggests that the emotional aspect of reading to children may be as important as the cognitive aspect with respect to performance in school. It also suggests that skill gained in the native language may be transferred to English. Or, at least, the language barrier does not prevent the communication and transfer of other competencies or values that lead to academic achievement.

Belief in Ability to Realize Goals Important The next two items of importance, measured by independent contributions to the variance in GPA, come from those which reflect a person's feelings of efficacy, or the degree of perceived control over external factors which affect one's life.

Parents of the higher achievers expressed more confidence that their plans for the future would in fact materialize than did the parents of children with lower GPAs. Further, they were more likely to believe that they could "...live much the way they want" while the parents of the lesser achievers were more likely to believe that the problems of life are too great to allow certainty about the future.

The parents of children who excel in school also value and seek new experiences. They are more likely to have come from urban backgrounds and to have had parents who themselves were comparatively better educated. Their feelings of efficacy extend to their children, over whom they perceive themselves as having a relatively high level of influence. Also, they use withholding of privileges as a primary way to influence the behavior of their children.

Factors in Economic and Academic Success Show Differences, Similarities There are striking differences between the factors associated with economic achievement in the study conducted for ORR and those found to be associated with scholastic performance in the present study. The ORR study found that the level of English fluency upon arrival in the U.S. was the most powerful single predictor of later economic standing. Minimal English proficiency--that is, any level beyond "none"--was found to enhance the likelihood of achieving economic self-sufficiency.

In the current study, however, neither the arrival nor the current English proficiency of the parents was found to be associated with the scholastic performance of the children. This is consistent with the finding that present economic standing was not associated with GPA.

There is, however, an important similarity between the findings of the two studies. Those households which achieved early economic independence were those in which both spouses were willing to participate in the workforce without regard for who was employed first. Thus, a high level of parental sharing of household responsibility is apparently critical for adaptation to both the demands of economic achievement and of children's scholastic achievement.

Expectations Contradicted Based on an extensive body of research on family size and school achievement, we would expect GPA to deteriorate with increased family size. Instead, we found families with five and six or more children doing as well as or better than those with fewer children. In order for achievement to be roughly equal across different size families, a high level of reciprocal helping--one child teaching another and therefore learning more as well--must go on, especially where scholastic achievement is so exceptional.

Also contradicting our expectations was the relationship of past socioeconomic standing to academic achievement. Past socioeconomic standing did not show up as an important predictor for scholastic achievement in the U.S. This is probably due to two factors.

First, the children of less educated, low occupational level parents simply would not have had opportunity for schooling in Southeast Asia. In the U.S., such opportunity is equally available to all children. Given that opportunity, these children, like their parents, are making the most of it, regardless of past socioeconomic status.

Second, the basic cultural values, motivations, household factors, etc. that are required for scholastic success in the U.S. are broadly shared by all the refugee families studied, regardless of past standing. That is, given the opportunity to succeed, they have the wherewithal to do so.

Education Seen as Better Way Up Than Employment In trying to understand the role played by the values ranked by these refugee families, what stands out is that these are values which reflect Confucian wisdom and prescriptions, or, more precisely, the core values of Confucianism complemented by the ideals of Buddhism. They are consistent with the standards of value and worldview typically cited as the Confucian ideals.

The refugees have apparently held fast to these values during the disruption of their lives. The pragmatic application of these values as operating principles has been to their advantage as they grappled with the problems of resettlement in a world vastly different from the one they left.

The limited types of employment available to the parents of these children, however, restrict their ability to use labor-force participation to achieve economic and social mobility. Limitations in language proficiency, relevant skills, etc. preclude such achievements, notwithstanding the refugees' belief in hard work. Thus, in order to make the most of the family's human resources, energies are re-channeled and invested where the long-term payoff will be greatest, namely, opportunity for their children to excel in school.

While the data suggest that the students in this study are excelling and, in the aggregate, their families are climbing out of poverty, these successes should not draw attention from the the fact that refugees are in serious need of effective assistance if they are to make economic and social progress. They have important health, educational, and economic needs that still must be met.

Recent Developments

PRESIDENT'S PROPOSED FY 86 REFUGEE ADMISSION CEILING RAISES OBJECTIONS

For the first time since U.S. refugee admissions ceilings were established in 1980, the president's proposed FY 86 ceiling was not reduced from the previous year's level. However, after key members of Congress objected to the proposed 70,000 ceiling, the administration continued consideration of the ceiling beyond the October 1 start of the fiscal year.

Secretary of State George P. Shultz presented the president's proposed ceiling to the Subcommittee on Immigration and Refugee Policy of the Senate Judiciary Committee on September 17 and to the full House Judiciary Committee on September 19.

Besides the discussion of FY 86 refugee admissions, the need to shift the U.S. resettlement program in Southeast Asia from refugee admissions to normal immigration channels was the predominant theme emerging from the annual refugee admissions consultations between the administration and Congress.

Simpson Disappointed with Proposed Ceiling Sen. Alan K. Simpson (R-Wyo.), chairman of the Senate subcommittee, told Shultz that it was disappointing to him that, for the first time, there was no reduction in the president's recommendation.

Simpson said that the proposed ceiling was still 40 percent above "normal levels" established in the Refugee Act of 1980. With no new refugee situations requiring U.S. resettlement and with decreased Southeast Asian refugee flows, Simpson asked why there was no reduction.

Shultz replied that because the worldwide refugee situation had actually worsened in some ways, it was not a time to continue the downward trend in admissions, but to stabilize them.

Congressional Responses Diverge Rep. Peter W. Rodino (D-N.J.) and Hamilton Fish, Jr. (R-N.Y.), chairman and ranking minority member respectively of the House Judiciary Committee, and Sen. Edward M. Kennedy (D-Mass.) and Joseph R. Biden, Jr. (D-Del.), ranking minority members of the Senate Subcommittee on Immigration and Refugee Policy and of the Senate Judiciary Committee respectively, have sent letters to the president advising him that they concur with the overall ceiling recommended. Rep. Daniel E. Lungren (R-Calif.), ranking minority member on the House refugee subcommittee, also wrote to the president endorsing the recommended ceiling.

However, informed sources expect the president to revise the FY 86 ceiling to between 65,000 and 68,000 to reflect the views expressed in letters from other key members.

Members Oppose Unreduced FY 86 Ceiling Rep. Romano L. Mazzoli (D-Ky.), chairman of the House immigration and refugee subcommittee, wrote, "I do not believe the proposed 70,000 refugee numbers are consistent with the Administration's previously stated objective of 'managing down' the Indochinese refugee program." Because the Southeast Asian situation has not worsened, Mazzoli wrote, "I see no valid reason why admissions cannot be reduced for FY 86."

Mazzoli also pointed out the likelihood that the House will approve the reduced refugee program funding level voted out by the Appropriations Committee, which Shultz had told Congress would cause a reduction in FY 86 admissions to 53,000. Mazzoli wrote the president that 53,000 may be an appropriate admissions level "in light of possible funding cuts and in light of the fact that many domestic programs for poor and underprivileged Americans have recently suffered drastic budget cuts."

Sen. Strom Thurmond (R-S.C.) and Sen. Simpson, chairmen of the full Senate Judiciary Committee and of the refugee subcommittee respectively, wrote to the president recommending that the FY 86 ceiling be 60,000.

They said, "It would appear that the sustained high flow of refugees from Southeast Asia is becoming 'institutionalized.'" Their reasons for reducing admissions were that "there are few people remaining in Thailand who qualify as refugees of 'special interest' to the U.S." and that "the Vietnamese Orderly Departure Program (ODP) does not warrant the admission levels proposed by the Administration." Thurmond and Simpson wrote, "Because the [Southeast Asian refugee] 'emergency' is over, we believe it is important to continue a steady and meaningful reduction in Southeast Asian admissions."

Shultz Presents Regional Breakdown In the president's original proposal, the overall ceiling of 70,000 was broken down into 3,000 admissions for refugees from Africa; 40,000 for East Asian first asylum; 8,500 for the Orderly Departure Program; 9,500 for refugees from Eastern Europe and the Soviet Union; 3,000 for refugees from Latin America and the Caribbean; and 6,000 for refugees from the Near East and South Asia.

Shultz pointed out that the 3,000 level for Latin America and the Caribbean was being established in hopes that Cuba would end suspension of the December 1984 migration agreement with the U.S. However, Shultz said, if the agreement is not resumed, part of the ceiling for that region will be allocated on a quarterly basis to other regions to meet unforeseen needs. If they are not needed elsewhere, he added, they will lapse unused.

Kennedy questioned Shultz on admissions from Latin America and the Caribbean, wondering why, with a FY 85 ceiling of 1,000, only 57 had been admitted, all of them Cubans. Given the continued violence in Guatemala and El Salvador, Kennedy asked why the U.S. has not found a single person from those countries eligible for resettlement. Kennedy pointed out that Canada had admitted some 3,000 and Australia 1,100 from the region in spite of fairly restrictive immigration policies and that Canada had admitted 627 Central American refugees from the U.S.

Shultz replied that the situation in El Salvador has improved dramatically so that people can return there without fear of persecution or danger to their lives. He said there were "justifiable hopes that democracy will emerge in Guatemala." Thus, it was desirable that people return there.

James Purcell, director of the State Department's Bureau for Refugee Programs, said that the U.S. policy followed the preferred durable solutions agreed upon by UNHCR and the resettlement countries: voluntary repatriation when possible, resettlement within the region, and, only where those solutions were not possible, third country resettlement. Thus, in Central America, Purcell said, the U.S. is bolstering the first asylum countries with aid.

ODP Ceiling Separate The separate ceiling for admission of refugees under ODP, Shultz said, is important in assuring the first asylum countries of Southeast Asia that expanding ODP does not mean a decrease in resettlement from first asylum camps. It also "sends a clear signal to Hanoi that the U.S. is prepared to make good on its offer to accept a large number of Amerasians and "reeducation camp" prisoners.

Shultz reported that approximately 12,000 refugees and immigrants will have left Vietnam through ODP during FY 85. Regarding the president's initiatives of one year ago for resettling Amerasians and current and former reeducation camp prisoners and their family members, Shultz reported mixed results. He said the number of Amerasians and family members released by Vietnam had nearly doubled from 2,200 in FY 84 to almost 4,000 in FY 85. But Vietnam has backed off from the willingness expressed earlier to allow reeducation camp prisoners to resettle in the U.S.

Some members of Congress criticized the operation of the ODP program. Simpson, in the consultation and in his and Thurmond's letter, said that ODP is bringing out of Vietnam those that Vietnam wants to expel, not those of concern to the U.S. Shultz said that all those who have come out of Vietnam under ODP during FY 85 were fully qualified under U.S. processing guidelines.

House Judiciary Committee members who had recently visited Southeast Asia expressed concern about the management of ODP. Rep. Patricia Schroeder (D-Colo.) and Rep. Bill McCollum (R-Fla.) agreed that their observation of ODP in Thailand left the impression that the program needed to be straightened out.

Shift of Resettlement Toward Immigration Urged Simpson said that the Southeast Asian program is at a crossroads where the nature of those fleeing is changing--increasingly, he said, they do not meet the refugee definition. Setting the theme that ran throughout the consultations, he said that the time had come to use regular immigration laws for family reunification and to save the Refugee Act for true refugees.

In his testimony before the House and Senate committees, Shultz said, "Those who have left their homes primarily for reasons of family reunification should, to the degree possible, use normal immigration programs which have been established for that purpose." He said the relevant agencies have been studying the increased use of normal immigration channels for family reunification and announced plans for a high-level panel to go to Southeast Asia with a broad mandate to recommend changes in U.S. refugee policy (See "Update").

Alan C. Nelson, commissioner of the Immigration and Naturalization Service, also testified that the administration believes it is essential to move toward broader use of regular immigration channels as the best way to maintain adequate levels of offtake from first asylum countries.

Concerns Expressed about Appropriations Cut Shultz said that if the proposed cut in refugee assistance funding made by the House Appropriations Committee--$45 million from the president's FY 86 budget proposal of $338 million--is not restored, refugee admissions would have to be reduced to 53,000. The largest reductions would be in Southeast Asia, threatening the preservation of first asylum there and elsewhere.

Shultz said the initiatives on Amerasians and reeducation prisoners would be undercut and "funds available for relief and assistance would be inadequate to maintain subsistence and survival" for refugees throughout the world.

Rodino and Fish, in their letter, and Lungren, in his, urged the president to find ways to fund the refugee program at the level of admissions proposed. Rodino and Fish suggested that if the appropriation is not restored and reprogramming of funds is not possible, they would expect the administration to submit a supplemental budget request to Congress for the additional funding needed to maintain the level of refugee admissions determined by the president. Lungren suggested alternatives for achieving the required funding level without increasing federal expenditures.

Limited Processing of Border Cambodians Announced Shultz also announced that, though resettlement abroad should not be viewed as the primary solution for border Cambodians, the U.S. has decided, "subject to Thai government approval, to initiate a limited program to unite close family members with relatives already in this country primarily through immigration-type channels." Shultz assured the committees that the program would be handled carefully so as not to "trigger an unwarranted set of expectations."

The program would be for those Cambodians eligible for immigrant visas, "visas 93" for spouses and unmarried minor children, and for selected use of humanitarian parole. According to State Department sources, the total number of Cambodians that would be affected is in the hundreds.

To meet the needs of those in the border evacuation camps, Shultz said the administration would be working with the Thai government, international organizations, and the Cambodians themselves to develop a program for educating the young people there.

Efforts to Be Made to Move Land Vietnamese Shultz responded to concerns that the Cambodians who remain in Khao I Dang receive fair consideration for resettlement. He said that denied cases were reviewed in a "just and reasonable manner. The established review mechanism, which was formalized last February, remains in place to reconsider denied cases."

From the February start of the review process through August 30, 44 previous denials had been overturned and approved for resettlement, 78 denials had been upheld, and 26 were pending, according to the State Department. Since then, approximately 3,000 requests for review have been received.

Shultz also discussed concerns about the approximately 4,500 land Vietnamese in Thailand housed among evacuated Cambodians at Site 2 near the Cambodian border. Shultz said the U.S. is supporting a Red Cross initiative to obtain agreement to relocate them to a separate and more secure location. "As soon as necessary security provisions and international cooperation can be obtained, the U.S. is prepared to initiate a limited program to resettle those with close family ties to the U.S. and those of particular humanitarian concern, such as former 'reeducation camp' inmates."

Welfare Dependency Rates Addressed Most of the questioning of ORR Director Phillip N. Hawkes focused on the continuing high welfare dependency rates of refugees, particularly in California. Hawkes reported that ORR had begun to monitor the refugee program on a case-by-case basis in selected communities and had found two important trends. First, refugees were being given services, including a lot of English classes, in lieu of employment. Second, the refugees who were taking advantage of the services are among the least needy--they are already better educated, with better English, and less dependent on welfare.

Hawkes said technical assistance is being provided to states to help change the programs toward serving those most in need and encouraging the able to find employment.

Hawkes said that the California demonstration project being carried out with Wilson-Fish amendment funds, while only initiated in July, appears to be moving forward and changing the nature of refugee services in that state.

Update

- Secretary of State George P. Shultz has announced the formation of an independent, high-level panel to review the Indochinese refugee situation. He said the panel would have a broad mandate to recommend changes in U.S. refugee policy. Announcing the panel during consultations with Congress on FY 86 refugee admissions, Shultz said, "As we review the refugee situation in Southeast Asia today, we will continue to be guided by our bedrock concern for humanitarian principles." Shultz called the current Indochinese resettlement situation a "transition point" and said that an outside assessment of the program would be useful. The panel will travel to Southeast Asia in early November.

Shultz has named Robert D. Ray, governor of Iowa between 1969 and 1983 and now president and chief executive officer of Life Investors in Cedar Rapids, Iowa, panel chairman. Ray has long been active in refugee affairs. Under his leadership, Iowa carried out a major resettlement program for Indochinese refugees, resettling over 10,000.

The other panel members are Irena Kirkland, a holocaust survivor and former refugee and a member of the board of the International Rescue Committee; Gale W. McGee, former senator from Wyoming and ambassador to the Organization of American States; Jonathon Moore, director of the Institute of Politics at Harvard and former deputy assistant secretary of state for East Asian and Pacific affairs; and Edward C. Schmults, senior vice president and general counsel of GTE Corporation and former deputy attorney general.

- A census of the refugees in Khao I Dang camp in Thailand has found 7,100 unregistered, or "illegal," Cambodians who had been hiding within the camp. The census registered them in order to give them food cards that are valid for 30 days, according to a UN official's statement reported in the October 4 *New York Times*.

Concern has been voiced recently about increasing nutrition problems within the camp, both among the undocumented Cambodians, many of whom have been hiding in the camp since December or January, and the registered refugees, who have apparently been sharing their rations with unregistered relatives. The cards will allow international agencies to feed the newly registered Cambodians through October 31, but does not make them eligible for eventual resettlement.

- More than 1,000 Cambodian Muslims were moved from the Khao I Dang camp in Thailand on September 28 in preparation for resettlement in predominantly Muslim Malaysia. Most of those being resettled were among the undocumented "illegal" residents at Khao I Dang. Muslims are a minority group in Cambodia, which has a largely Buddhist population.

- The annual Orderly Departure Program meeting between Vietnamese and U.S. officials was held October 2 and 3 in Geneva under the auspices of the UN High Commissioner for Refugees. According to reports, there was some progress on technical issues concerning the operation of ODP, but none on the release and eventual resettlement of reeducation camp prisoners.

- The Senate version of the Moakley/DeConcini legislation (S. 377) was unanimously voted out of the Senate Judiciary Committee's immigration and refugees subcommittee on September 30, by a voice vote. The bill, which would temporarily suspend detention and deportation of Salvadorans while the General Accounting Office prepares a report on conditions in El Salvador, now awaits action by the full Senate Judiciary Committee.

The bill was voted out of the subcommittee "without recommendation." Bills may also be voted out "favorably" or "unfavorably." The vote was ~~a~~ crucial step in the life of the bill. It allows the bill to move closer to consideration by the full Senate.

A House version of the Moakley/DeConcini bill (H.R. 822) has yet to be scheduled for action by the Immigration, Refugees, and International Law Subcommittee of the House Judiciary Committee.

- Because Congress has failed to enact a FY 86 Foreign Aid Appropriations bill, which includes funds for overseas refugee assistance and U.S. admissions, those activities will be continued at FY 85 funding levels until November 15--the first 45 days of the new fiscal year--as part of a continuing resolution Congress has passed to keep government programs operating. If an appropriations bill is not passed by that date, another continuing resolution will be necessary.

- Federal Judge Robert P. Aguilar has ordered that $11.5 million in refugee funds be released by the Reagan administration to states with large numbers of refugees requiring social services. The funds were impounded by the Office of Management and Budget (OMB) after the Office of Refugee Resettlement failed to spend $39 million of $77.5 million appropriated by Congress for targeted assistance in FY 84.

When an additional $50 million were appropriated for FY 85, OMB impounded the difference between $89 million--the new appropriation plus the carryover--and the $77.5 million level OMB said should be distributed. It was OMB's understanding that Congress had established that level as a ceiling in the continuing resolution for FY 85. Rep. Don Edwards (D-Cal.) and others brought suit against Secretary of Health and Human Services Margaret Heckler over the funds being held.

Projects and Programs

ORR-FUNDED TECHNICAL ASSISTANCE WORKS TO STANDARDIZE ESL INSTRUCTION

A program to establish consistent English-language instruction for refugees throughout the U.S. is now underway in the Mainstream English Language Training-Technical Assistance Project (MELT-TAP), a program funded by the Office of Refugee Resettlement and administered by the Northwest Educational Cooperative in Illinois.

Modeled on a FY 83 and FY 84 demonstration project directed toward 1,375 students in 19 project sites, MELT-TAP attempts to standardize testing, curricula, and goals for ORR-funded English-language programs. In the demonstration project, students at every site were given the same tests, and teachers worked from an identical curriculum guide for every level of instruction.

Three new versions of the Basic English Skills Test (BEST) were developed for determining both placement and achievement. The tests enable educators to establish student performance levels.

MELT-TAP Provides Consistent Measure of Achievement Tipawan Truong-Quang Reed, director of MELT-TAP, expressed enthusiasm about the potential impact of MELT-TAP's consistent measure of student achievement. "In the past," she noted, "reporting on student performance levels was meaningless because there was no standard definition." Reed said that some programs lacked appropriate materials and measured a student's progress only in hours spent in classroom instruction.

With MELT, on the other hand, a core curriculum provides teachers with objectives at each student performance level. Language competency is not based on measures such as grammar. Rather, competency reflects levels of ability in specific language skills, such as being able to call for medical help or to describe an illness.

"The core curriculum represents a minimal competency for each student performance level," said Reed. But, she added, "Teachers are encouraged to add to, elaborate, and enrich the curriculum."

Reed observed that MELT-TAP should not only help to improve the general level and consistency of ESL instruction, but will enable potential funding sources "to measure one program against another by providing a standard definition for measuring and evaluating them."

For more information about MELT-TAP, or for MELT-TAP technical assistance, call 1-800-635-8827. In Illinois, call 1-800-851-3347.

SIMULATED U.S. HIGH SCHOOLS ORIENT REFUGEE ADOLESCENTS

Special programs are being offered in both the overseas refugee processing centers and in some U.S. public school districts to prepare adolescent refugees for entry into U.S. high schools.

The Preparation for American Secondary Schools (PASS) program simulates experiences refugees are likely to encounter when they enter American high schools. In September, the first group of students graduated from the simulated high school at the refugee processing center in Phanat Nikhom, Thailand.

PASS is the first mandatory intensive English as a second language/cultural orientation (IESL/CO) program for camp refugees between the ages of 13 and 16. Margo Peterson, a program associate at the Center for Applied Linguistics (CAL), who helped to develop PASS, said, "PASS picks up a need that had not been met before."

"We start by trying to inculcate basic social and cultural skills," said Peterson, such as sitting still at a desk, raising hands, keeping notebooks and pencils, and changing classes on a bell schedule.

The 80 PASS students in the first class were all Cambodians. The only exposure most had to schooling was in the UNHCR camps, which provide native language instruction only.

Lacking much in the way of formal education, the Cambodian adolescents did not match the stereotyped expectations of program planners. "They were not shy and reserved," said Peterson, "but acted more like American third graders on the playground." Peterson observed how the goal of the 20-week program became "breaking the refugees into school" so that they would be able to learn in a classroom setting.

Refugee students line up for "lunch" in Phanat Nikhom's simulated school cafeteria.

photo by Consortium staff.

PASS Emphasizes Socialization over Academics Following typical U.S. high school schedules, students at the Phanat Nikhom school attend six 40-minute periods per day. Three of the six periods are devoted to ESL, one to math, one to American studies, and the final period, in native language, to guidance counseling.

Allene Grognet, associate director of CAL, told Refugee Reports, "We have to guard against meaningless content overload," and emphasized that the program focuses on socialization rather than academics.

Grognet observed, "We put a heavy emphasis on problem solving, on coping skills, when to get help, how to get information, how to deal with what they encounter, and when to turn outside the school community." Students learn the roles of teachers, principals, and guidance counselors, so that when they enter the American school system, they will know where to turn for help.

As Peterson pointed out, "In simulation you just do it"--the students are exposed to what is going to come, not by being taught about it, but by experiencing it themselves in a protected environment.

U.S. Schools Provide Model for PASS In preparing for PASS, Peterson visited about 20 educational programs in the U.S. that include specialized orientation for refugee and immigrant students. "We looked at these programs to guide us," said Peterson. She remarked on the generosity of U.S. educators with their curriculum ideas and materials. "Most of the material was readily adaptable to the camps," she said, "although some learning activities had to be modified."

Peterson was particularly impressed with the Newcomer High School in San Francisco. "It was a tremendous inspiration to us," she said. Newcomer is at the forefront of U.S. schools established to help limited-English-proficient (LEP) students adjust to mainstream public school systems.

Geared for students with little or no English-language proficiency, the Newcomer school currently has an enrollment of 410, according to program administrators. A majority of the staff is bilingual, and the students receive intensive ESL instruction.

San Francisco Newcomer School Emphasizes Survival Skills Students are permitted to enroll in the Newcomer High School only for one year, after which they enter bilingual programs in the San Francisco Unified School District. "One year is not enough for them to enter an all English program," said Ligaya Avenida, director of bilingual programs for the San Francisco school system.

"But," she added, "they do have survival skills after one year."

The school, with a small enrollment and a culturally sensitive staff provides "emotional support and security," according to Avenida. She reports that San Francisco area principals are very appreciative of the transition period given these students before entering their schools. It not only eases adjustment for the refugees, but is cost-effective as a means of consolidating resources for those students most in need of intensive language instruction.

A shortage of qualified bilingual instructors in Chinese and Indochinese languages and the fact that the Newcomer High School only reaches a fraction of the total LEP students (6,000 new LEP students enter the San Francisco district every year) are cited by Avenida as the primary problem areas still facing the school.

Nevertheless, the Newcomer High School serves as a model, not only for the refugee processing center in Phanat Nikhom and the new school just now starting in the refugee processing center in Bataan, the Philippines, but for similar newcomer schools located in areas with high concentrations of LEP students throughout the U.S.

Meetings and Conferences

"Southeast Asian Refugees in the United States--The First Decade" is the title of a conference to be held November 21-23, 1985 at the Lone Mountain Conference Center, the University of San Francisco, San Francisco, California.

Conference planners hope to bring together refugee leaders, researchers, policymakers, and resettlement workers to share their experiences during the past decade of Southeast Asian resettlement in America. Topics discussed will include the social and cultural adjustment of refugees, formation of Southeast Asian communities, the need for a coherent federal refugee policy, and refugees in the labor force.

The conference is being organized by the Refugee Resource Center in San Francisco, and cosponsored by the University of San Francisco and the Joint Committee on Refugee Resettlement and Immigration of the California State Legislature.

The registration fee is $60 for individuals, $40 per person from organizations sending three or more people, and $30 for students and senior citizens. For further information, contact Christine Finnan, Conference Coordinator, Refugee Resource Center, 211 Gough St., Ste. 208, San Francisco, CA 94102-5905. (415) 626-2727.

Resources

EDUCATIONAL RESOURCES FOR SOUTHEAST ASIAN STUDENTS

The Los Angeles County Office of Education has published a second edition of Materials for Indochinese Students: An Annotated Bibliography. The bibliography provides descriptions of a wide variety of resources that will help teachers working with Southeast Asian students. Materials geared for students from elementary-school age to adults (including materials for the illiterate) offer learning opportunities in language arts, the social sciences, and mathematics and science. In addition to descriptions of textbooks and other instructional tools, the 79-page bibliography also highlights Indochinese literary works and translations of English works into Vietnamese, Lao, Hmong, Cambodian, and Chinese.

Each entry includes a description of the resource, the languages in which it is available, the target audience, and price. To order, send $3.50, plus sales tax for California residents, to Chuck Acosta, Los Angeles County Office of Education, Division of Curriculum and Instructional Programs, 9300 E. Imperial Highway, Downey, CA 90242-2890. (213) 922-6320.

NEW PUBLICATION IMPROVES COMMUNICATION BETWEEN OVERSEAS AND U.S. REFUGEE TRAINING PROGRAMS

The second issue of Passage: A Journal of Refugee Resettlement has recently been published. The journal's function is to exchange information among educators in both the overseas programs and the U.S.

Aimed at practitioners working with refugees, 70 percent of the articles have been written by people working in the overseas program, according to Don Ranard, Washington, D.C. editor. Each of the refugee processing centers in Asia has its own site editor for the publication.

Passage is a joint project of the agencies implementing the Intensive English as a Second Language, Cultural Orientation, and Pre-Employment Training Program (IESL/CO/PET) in the refugee processing centers in Galang, Indonesia, Bataan, the Philippines, and Phanat Nikhom, Thailand. These agencies include the International Catholic Migration Commission, the Refugee Service Center, Center for Applied Linguistics (CAL), and the Consortium of the Experiment in International Living, Save the Children Federation, and World Education. Passage is funded by the Bureau for Refugee Programs of the U.S. State Department and has editorial offices in the CAL Refugee Service Centers in Manila, the Philippines and Washington, D.C.

Articles from the first two issues include practical ideas for techniques that can be applied in teaching refugees (such as simulations, games, and uses of drawings), theoretical essays on ESL/CO/PET, book reviews, and human interest stories, such as a "day-in-the-life" diary of a supervisor in the Galang camp, a photo-essay about Bataan, and a Vietnamese student's graduation speech.

Although primarily geared towards those working with Southeast Asian refugees in the overseas camps, the first issue also included overviews of ESL/CO programs for Ethiopian and East European refugees.

Subscriptions to Passage are available for $9, prepaid, from the Center for Applied Linguistics, 1118 22nd St., NW, Washington, DC 20037. Passage is published three times per year.

REFUGEE PROCESSING CENTERS ON VIDEO

The Refugee Processing Centers in Thailand, Indonesia, and the Philippines are presented in "Teaching for Tomorrow," a 35-minute, color videotape produced by the Media Group and the Center for Applied Linguistics. Lao, Vietnamese, and Khmer students are shown "shopping" in mock supermarkets, discovering the use of pocket calculators, boarding "airplanes," and even practicing use of Western-style toilets. The film also presents the refugees undergoing intensive English language instruction, pre-employment training, and cultural orientation prior to their arrival in the U.S.

Asian ESL teachers stress survival skills. In one scene, the teacher presents the class with a hypothetical situation of a poisoned child: "What are you going to do?" she asks, as the students call out their answers. "No, you don't want to make an appointment with the doctor, your child just drank poison!" A toy ambulance helps to get the message across to the class. Key English phrases are then drilled.

Interviews with American supervisors of the centers' programs show the professional perspective on the learning experience. The video is intended to provide domestic resettlement personnel working with the "graduates" of the RPCs with insight into their pre-arrival training and life in the camps.

The video is available from the Center for Applied Linguistics, Refugee Service Center, 1118 22nd St., NW, Washington, DC 20037 for $50. It is also available on a loan basis.

LIFELINES TEACHES ENGLISH COPING SKILLS

Survival skills for adults with little or no proficiency in English are emphasized in Lifelines, a textbook series for teaching English as a second language. Students are introduced to a variety of coping strategies that recur with increasing complexity in each of the four texts in the series. In volume one, for example, the health chapter teaches students how to describe aches and pains, using simple grammar and vocabulary. In volume two, the health chapter treats the more complex task of buying items in a drug store. Volume four prepares students for answering questions in a medical examination. Other topics treated in the series include personal information, money and banking, transportation, food and restaurants, clothing, housing, and community resources.

Photos of actual bank deposit slips, application forms, and menus are provided to help adult refugees understand many of the confusing situations they are likely to encounter upon their arrival in the United States.

The series of four books is available

for $21 from Regents Publishing Company. Catalogues can be ordered by writing to Regents at 2 Park Avenue, New York, NY 10016.

BILINGUAL EDUCATION FOR HMONG AND LAO STUDENTS

Two videotapes on the integration and education of Lao and Hmong students have been produced by the Wisconsin Department of Public Instruction. The videotapes and accompanying guide, From Laos to the Midwest, provide historical and cultural background on these refugees and present several models for bilingual education programs.

Each of the featured school districts is working to coordinate programs for limited English-proficiency students with mainstream instruction and to use bilingual teachers. Each is also faced with distinct challenges depending on the size and character of the school and the type of refugee students. Both teenage and elementary students are featured, and the special educational needs of refugee girls are addressed.

For information about From Laos to the Midwest and the videotapes, "Fitting In" and "Pain and Promise," contact Ezequiel B. Vargas, Bilingual-Bicultural Education, Department of Public Instruction, P.O. Box 7841, Madison, WI 53707.

MARIEL CUBAN IMPACT ON SOUTH FLORIDA SCHOOLS

Despite the overwhelming odds created by linguistic and cultural differences and delayed federal aid, public school systems in south Florida were able to integrate thousands of refugee children who came from Cuba during the Mariel boatlift in the late spring and summer of 1980, according to a recent publication of the Cuban American National Foundation.

The awesome task of assimilating 11,000 new immigrant students within the span of a few months is described in The Children of Mariel: From Shock to Integration, by Helga Silva. The equivalent of an entire school district had to be hired in six weeks--including 668 new teachers who were certified and preferably bilingual.

Fortunately, the Dade County school system was, since the 1962 influx of Cuban refugees, experienced in bilingual education. The system was able to provide a summer English-for-speakers-of-other-languages (ESOL) immersion program for 9,000 of the children. Bilingual and ESOL programs continued during the regular school year.

Many Mariel Adolescents Had Need for Better Counseling Despite notable successes among the Mariel students, Silva points out that many had difficulty in overcoming both the traumatic refugee experience and the American public's suspicious and negative reception. Castro's dumping of both criminals and mental patients among the refugees stigmatized the entire Mariel contingent, according to the author, and "the sense of rejection filtered down to the children of Mariel."

Unaccompanied minors, numbering about 2,000, faced an especially difficult experience, said Silva. Most of them were teenage boys with little schooling. Three years after they arrived, Florida state officials had records for less than 50 of them.

Piedad Bucholtz, south central area superintendent of the Dade County public schools is quoted: "I think we lost a considerable number of students through the cracks at the high school level because there were not enough bilingual counselors." He added, "I also think we could have used greater interaction with the community agencies, especially those geared to mental health. It would have helped a lot of children with emotional traumas."

Silva is critical of the federal government for what she calls a succession of failures in providing adequate and timely funding for the Dade County schools. She says that Washington failed to provide meaningful screening to assess the educational needs of the children and that failure to provide funds resulted in large class sizes and insufficient resources for academic and psychological counseling. "This dearth of funding continues to plague the school systems of south Florida," observes Silva.

The 68-page volume, published with the help of a grant from the U.S. Department of Education, provides an interesting mix of interviews, statistics, graphs, photos, and text. The Children of Mariel may be purchased for $2.00 from the Cuban American National Foundation, 1000 Thomas Jefferson Street, NW, Suite 600, Washington, DC 20007.

Statistics

FY 85 REFUGEE ARRIVALS* BY STATE OF RESETTLEMENT AND COUNTRY OF ORIGIN AS OF AUGUST 31, 1985

STATE	YTD FY 85	STATE	YTD FY 85
ALABAMA	232	NEW JERSEY	825
ALASKA	42	NEW MEXICO	274
ARIZONA	1,066	NEW YORK	4,415
ARKANSAS	131	NORTH CAROLINA	587
CALIFORNIA	19,213	NORTH DAKOTA	191
COLORADO	581	OHIO	961
CONNECTICUT	799	OKLAHOMA	563
DELAWARE	8	OREGON	881
DIST OF COLUMBIA	324	PENNSYLVANIA	1,855
FLORIDA	1,501	RHODE ISLAND	423
GEORGIA	1,220	SOUTH CAROLINA	77
HAWAII	280	SOUTH DAKOTA	112
IDAHO	468	TENNESSEE	537
ILLINOIS	2,650	TEXAS	4,500
INDIANA	260	UTAH	787
IOWA	461	VERMONT	41
KANSAS	692	VIRGINIA	1,364
KENTUCKY	297	WASHINGTON	2,463
LOUISIANA	738	WEST VIRGINIA	40
MAINE	242	WISCONSIN	445
MARYLAND	914	WYOMING	12
MASSACHUSETTS	2,464	AMERICAN SAMOA	0
MICHIGAN	933	GUAM	0
MINNESOTA	1,522	JOHNSON ATOLL	0
MISSISSIPPI	121	NO. MARIANNA ISLANDS	0
MISSOURI	761	MIDWAY ISLANDS	0
MONTANA	33	PUERTO RICO	0
NEBRASKA	122	TRUST TERRITORIES	0
NEVADA	223	VIRGIN ISLANDS	0
NEW HAMPSHIRE	162	WAKE ISLANDS	0
		UNKNOWN	2
		TOTAL YTD FY 85	59,815

COUNTRY	BIRTHPLACE	CIT.°	COUNTRY	BIRTHPLACE	CIT.°
AFGHANISTAN	2,149	2,201	LESOTHO	6	6
ALBANIA	42	41	LIBYA	0	5
ANGOLA	32	46	MALAWI	4	6
ARGENTINA	7	0	MALAYSIA	78	0
AUSTRIA	20	0	MOZAMBIQUE	8	8
BANGLADESH	1	0	NAMIBIA	11	9
BELGIUM	1	1	PAKISTAN	35	0
BOTSWANA	30	7	PHILIPPINES	457	0
BULGARIA	123	118	POLAND	2,509	2,439
CHINA	350	1	ROMANIA	3,855	3,689
CUBA	157	128	SAUDI ARABIA	0	1
CYPRUS	3	0	SINGAPORE	4	0
CZECHOSLOVAKIA	914	923	SOUTH AFRICA	20	24
EL SALVADOR	3	3	SUDAN	120	0
ETHIOPIA	1,319	1,427	SWITZERLAND	1	0
FRANCE	3	0	SYRIA	1	1
GERMANY (FED. REP.)	31	2	TAIWAN	2	0
GREECE	17	0	THAILAND	4,642	0
HONG KONG	123	0	TURKEY	4	0
HUNGARY	491	494	UGANDA	9	0
INDONESIA	176	3	UNITED KINGDOM (ENG)	1	0
IRAN	2,864	2,891	UNITED ARAB EMIRATES	2	0
IRAQ	221	233	USSR	540	515
ISRAEL	0	4	VIETNAM	21,237	22,308
ITALY	23	2	YUGOSLAVIA	19	22
JAPAN	3	0	ZAIRE	26	28
KAMPUCHEA	13,227	17,103	ZAMBIA	11	6
KENYA	2	0	BORN ON BOARD/SEA	1	0
LAOS	3,859	4,653	UNKNOWN	4	462
LEBANON	6	5	OTHER	11	0
			TOTAL FOR YTD FY 85	59,815	59,815

* This report is based on documents from the Refugee (formerly ACVA) Data Center, ICM and other federal agencies available on the above date and may not include information on all refugees in the categories reported.

° Note: Children born in refugee camps are assigned citizenship of parents. Citizenship information is often lacking, especially for non-Southeast Asians.

SOURCE: Office of Refugee Resettlement.

Editorial comments and inquiries should be sent to: *Refugee Reports,* 815 Fifteenth Street NW, Suite 610, Washington, DC 20005. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, Sunbelt Fulfillment Services, P.O. Box 41094, Nashville, TN 37204. (615) 377-3322.

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FOSTER CARE PROGRAM GIVES SECURITY AND HOPE TO REFUGEE CHILDREN AND ADOLESCENTS ON THEIR OWN

A few miles from Washington, D.C. in Falls Church, Virginia, a foster care program for refugee unaccompanied minors is operated by Connections, a component of Catholic Charities of Richmond that deals with the foreign-born. The Falls Church office is one of four located in Virginia and one of the many foster care programs for such minors in the U.S. The following profile of the Connections program was written by Joseph Cerquone, a free-lance writer and former staff writer for Refugee Reports. *He also prepared the article on Haitians in the Current Research section.*

The world has not been very dependable for 17-year-old Tilahun, an Ethiopian refugee who is alone. But the boy is sure of one thing---Mario, the teenage Salvadoran next to him who also arrived alone in the U.S., is his brother.

"Are you sure?" Tilahun is asked.

"Yes," the Ethiopian nods forcefully, comforted apparently by his easy ability to acquire siblings. "Yes."

How long Tilahun's belief in brotherhood can last is not known. Nonetheless, officials with the refugee unaccompanied minors program at Connections are at least hopeful that the boy, as well as the 50 other minors whom they care for annually, will develop into "happy, well-balanced, functioning" individuals.

Unaccompanied Minors Receive Foster Care The program, which is funded by the U.S. Office of Refugee Resettlement and administered by Catholic Charities of Richmond, provides unaccompanied minors--children who do not have relatives with them--with foster care. It is one of many government-sponsored programs nationwide which have placed over 6,000 minors, most of them Vietnamese, in foster care since 1975. Of the national total, nearly 700 minors have been reunited with relatives, while about 3,800 remain in care. The remainder are "emancipated," or at an age where they are no longer eligible, as minors, for care.

The U.S. is currently admitting 60 minors monthly.

"These kids have been through hell," Connections

IN THIS ISSUE:

A foster care program in Falls Church, Virginia helps unaccompanied minor refugees adjust to life in the United States. This month's issue features a guest article by Joseph Cerquone on the young refugees assisted by the Connections program.........1

- Recent Developments

Cambodian cases denied resettlement surveyed by U.S. embassy in Bangkok; Appropriations Committee sends bill to Senate with refugee program funds; FY 86 admissions ceiling set; Massachusetts and New York City policies affect relations with INS....................3

- Update................10
- Current Research

Adaptation of 1980 Cuban and Haitian arrivals assessed; Massachusetts surveys attitudes toward refugees......11

- Reader Exchange......14
- Resources.............14

Statistics

Asylum cases filed with district directors FY 85...16

Regional Director Dennis Hunt says of the minors the Falls Church office receives.

A form Hunt devised to learn the backgrounds of arriving minors gives some indication of what that "hell" is. The document lists 15 possible "critical refugee experiences" which can befall minors prior to their escapes, and another dozen which can occur during escape or in asylum. Separation, starvation, deaths of loved ones, imprisonment, illness, coercion, and outright fear are among the experiences listed.

Hunt says that the responses his form has drawn will be studied over the coming months. Abuse, separation, death, and malnutrition appear to be "common" experiences for the minors the Virginia program sees, however. Also, Hunt says many minors tell of witnessing suicides in refugee camps, and counselors here worry that such incidents may serve as "models" for minors should they become disillusioned in the U.S.

Foster Care a Long Process Actually, providing foster care is a long process that only begins with interviewing new cases. Ineligible for adoption, which requires documented consent by parents, the minors are in the legal custody of Connections until they are 21. Prior to reaching that age, they receive a variety of services provided by the program, including the following: orientation sessions, educational programs, counselling, job placement services, and medical care. On average, the cost of caring for one minor annually is estimated to be between $8,000 and $10,000, a figure that Hunt says is reasonable, given the extent of foster care that is often required.

"Many minors come with bad teeth," he notes. "Dental care alone is expensive."

Amerasians Arrive with Disadvantage If anything, the scope of care is enlarging as more and more Amerasian minors enter the program. According to Hunt, these minors arrive "with a tremendous disadvantage" because they reach the U.S. without something which is reserved for other refugees--overseas English language training and cultural orientation.

According to federal officials, Amerasian unaccompanied minors, whose numbers constitute a relatively small share of all unaccompanied minors, head straight to the U.S. without training and orientation because it is believed that they need to be placed in foster care situations quickly, rather than remaining in refugee camps where they might be unsupervised. The officials point out, too, that this procedure is followed at the request of voluntary agencies.

In Falls Church, however, Amerasians who are alone have begun to be placed initially with Vietnamese families in order to ease their adjustment to the U.S. So far, according to Hunt, the move seems to help in the resettlement of the children.

Neglected Children Become Eligible for Foster Care Ironically, the Connections foster care program is actually seeing more children from its own backyard--specifically, from the Indochinese communities of metropolitan Washington, D.C.--than it is from abroad. Half of its current caseload involves neglect of children who, for one reason or another, have ended up living with distant or loosely defined relatives.

Unstructured and unsupervised, the children typically come to the attention of school officials first, who contact Connections in turn. If it is determined that the child is eligible for foster care, he is then reclassified as an unaccompanied minor and made available for placement.

According to a federal official, these types of placements are untypical in other foster care programs and partly reflect the "conscientiousness" of area officials in enforcing local child welfare laws.

Recently, some new options were opened for such officials. This fall, Hunt's office began running a social service program for foreign-born youth who may not qualify for services as refugee unaccompanied minors. However, Hunt says he fears that many children in the Washington area--illegal alien minors, for example--still are without programs to address their needs.

A front-page story in the October 16 Washington Post reported that at least one-third of Washington's many Salvadoran school children have emotional or mental problems stemming from the war in El Salvador, and that "the city is offering them little help" in easing their problems.

Successful Placement Can Entail Difficult Adjustment But programs don't always mean paradise. In the case of the refugee unaccompanied minors program, children sometimes need to be placed in several foster homes before they are regarded as successfully resettled; in fact, all placements have a one-month probationary period.

The considerable adjustments minors often have to make are the reasons for the probationary approach, and also the reasons Hunt cautions that prospective foster parents should be "risk-takers, flexible, and open to change."

"They [the foster parents] are in the role of being healers," he explains. "There will be wonderful payoffs for them, but not right away."

He adds that single as well as married people have been foster parents--persons who serve as parents receive program stipends and orientation training--and he finds that a significant number of parents have been in the military.

"They saw the world that the minors come from, and have a special understanding of it," Hunt speculates.

Aside from such understanding, experience raising teenagers is also said to help foster parents care for minors, since the average age of the unaccompanied minors in the Falls Church program is 16.

Placing Unaccompanied Minors Together Aids Adaptation An even better foster care situation is considered to be the rare one where one unaccompanied minor is placed with another one who has adapted and who can look out for the new arrival.

Such is the case with Tilahun and Mario. The latter came to the U.S. in 1983 under a special humanitarian program, arriving with a fifth grade education and years of being in the midst of warfare and death.

"I saw people who had been cut into pieces that had notes on them," he remembers. "The notes said that the same thing could happen to me."

Although Mario's first experiences with the U.S. school system did not compare with those he had undergone in El Salvador, in their own way, they proved hard for the boy.

He recalls that American students were friendly, but "I wanted to talk and I couldn't." For his part, Tilahun was in a similar situation; the Ethiopian did not speak English for several months after his arrival this past spring.

Mario, however, says that the African understands more English than he speaks.

"The same thing happened to me, too," Mario recalls. "But sometimes it doesn't matter that he can't speak. I like soccer and he likes soccer. And, if he doesn't understand a word, I get a dictionary for him."

Many Overcome Obstacles For officials, bonds such as the one between these two refugees mean success. As Hunt tells it, caring for a minor until he is emancipated from the program at age 21 is not an easy task--there are the Amerasians who come ill-prepared for their new lives, and less obvious but numerous other problems associated with each case that take time to treat.

Still, the office director speaks enthusiastically when he recalls the progress of someone like Hiep, a Vietnamese boy who arrived repressed, but blossomed socially following counselling, and recently won a college scholarship.

"His development had been arrested," Hunt remembers.

He also has good things to say about Mario. "He's calmer now than when he came. At one time, he felt the need to be macho and tough."

According to Mario, who also plans to go to college, "It's good to be able to go to school and not have to worry about someone killing you."

Tilahun is nearby. "Yes," the African boy nods.

"Yes."

Recent Developments

COMPUTER SURVEY OF DENIED CAMBODIAN CASES RAISES QUESTIONS ABOUT REVIEW PROCESS

A computer survey of Cambodian refugee cases rejected for admission to the U.S. has raised the possibility that many of the 14,500 rejected cases at Khao I Dang camp in Thailand may have been denied for insufficient reasons in view of INS worldwide refugee processing guidelines.

The study, conducted by U.S. embassy staff in Bangkok, was ordered by Ambassador William Brown in response to a recommendation by the Joint Voluntary Agency there.

It represents an attempt to analyze the denied caseload to determine whether, as many critics of Cambodian processing have argued, people have been rejected because too rigorous a standard is being applied to the Cambodians. The embassy report reviews a series of Congressional and administrative measures intended to ease the burden of proof for Cambodian refugee applicants.

These measures include a series of INS directives known as the Kamput cables, National Security Decision Directive Number 93, signed by President Reagan, and the INS Worldwide Guidelines on Overseas Refugee Processing of August 1983. The guidelines established eight categories of Cambodians who are presumed to be probable targets of persecution.

Survey Assesses Grounds for Denials While acknowledging that INS has "performed admirably," approving approximately 35,500 of 53,000 Cambodian applicants at Khao I Dang since issuance of the guidelines, the embassy report notes widespread concern that the spirit of the measures, even the letter of the worldwide guidelines, has not been followed in the cases of many of the rejected Cambodians.

The survey, while only half completed at the time of the report, lends credence to these concerns. It graded each denied case on the basis of the two dominant reasons for denials, as recorded by the immigration officers: the credibility of the applicant, and the applicant's possible past association with the Khmer Rouge.

Using this method, several groups of cases were identified whose rejections might become high priority for further review.

Worldwide Guidelines "Category" Applicants Denied Of 1,898 cases studied so far, the computer survey revealed 40 cases (180 people) who appear to have been denied solely on the basis of being "old people" or "base people," terms that refer to where people lived and whether they moved during the Khmer Rouge era. For another 123 cases (560 people), these reasons were part of the basis for denial. The report notes that applicants may not be denied solely on the basis of being "old."

Another group of rejected cases fits into several of the guideline categories of Cambodian refugees who "share common characteristics that identify them as targets of persecution." The survey identified those who were in categories which could be verified independently of the applicant's credibility and who were not denied on the grounds of Khmer Rouge connections.

There were 67 cases (291 people) in category seven, persons with close relatives in the U.S., another 8 (17 people) in category four, ethnic Chinese, and 22 (84 people) in categories two and three, former members of the military prior to 1975 and persons formerly or presently employed by U.S. or Western institutions, and persons educated in the West.

According to the embassy report, "It seems totally consistent with the worldwide guidelines to assume that, in the absence of some compelling reason to the contrary, such as some strong indication of Khmer Rouge involvement, all of the above-mentioned cases are refugees."

The report notes that there was an additional large number of applicants with a claim to category status whose claims were denied because of credibility questions in other areas.

Lifestyle and Family Relationship a Basis for Some Denials Other applicants seem to have been denied because they engaged in some normal activity in Cambodia which apparently was interpreted as evidence that they were not persecuted. The report says, "Put another way, some were seemingly refused because they did not suffer as much as others during the Khmer Rouge period." Vegetable growing, livestock tending, traveling by any mode of transportation other than walking, and treatment by a traditional healer or doctor for an illness are cited as examples of normal activities.

Applicants found to have had even a distant family relationship with someone alleged to have a Khmer Rouge connection were apparently often assumed to have benefited by that relationship. The embassy report points out that not only is guilt by association a dubious charge under any circumstances but that family ties were unimportant to the Khmer Rouge, who actually encouraged destruction of family ties.

Altogether, 60 cases (258 people) were denied solely on the basis of such lifestyle and family relationship criteria.

Denials for "Lack of Credibility" Questioned The survey identified 363 cases

Message from the Editors

We are pleased to announce that, beginning with the January 1986 issue, the annual subscription rate for **REFUGEE REPORTS** will be $28.00. Multiple orders will be available at $20.00 each.

The reasons for our decision to make this dramatic reduction are quite simple. Our goal is to make the important information in **REFUGEE REPORTS** available to those who need and want it. As resources throughout the refugee field have been stretched thinner and thinner, we know that paying the current cost for **REFUGEE REPORTS** has become more difficult for even our most loyal readers. We want to be sure that everyone who might benefit from **REFUGEE REPORTS**--from government and national voluntary agencies to small refugee community groups and concerned individuals--can afford to receive it.

While we hope to attract new readers, you, our current subscribers, are our first concern. So, no matter when you subscribed to **REFUGEE REPORTS**, you will benefit from this change by having your subscription extended. If your regular subscription is due to expire, for example, in March 1986, it will now be extended through September 1986 (three months at the old rate become nine months at the new rate). Multiple order subscriptions will be extended proportionately.

But we need your help. We, too, feel the effects of diminishing resources. Subscriptions have never covered more than half the costs of **REFUGEE REPORTS**--again, our goal has been to make information available. Thanks to the generous support of the American Council for Nationalities Service, the Ford Foundation, and Exxon Corporation, we are able to offer this new rate knowing we are unlikely to break even. But, realistically, we must increase our subscriptions significantly to make this new policy work and to assure the future of **REFUGEE REPORTS**. We hope you will do two things to help make this possible.

° Spread the word about **REFUGEE REPORTS** and its new low price. Your contacts in other organizations and throughout your community can help us reach more people, including concerned individuals and those in small organizations, schools, and libraries.

° We realize that, at the old price, it made sense for many organizations to photocopy **REFUGEE REPORTS** and distribute it to staff and others. It was worth the time, trouble, and expense. And we were happy to know that the information was getting to more people. But we believe that our new multiple order subscription rate makes photocopying uneconomical. We hope many of you will seriously consider the advantages of more than one subscription. You can receive two copies of **REFUGEE REPORTS** for only $40.00, just $12.00 more than the cost of one, and so on.

Remember, too, that your subscription to **REFUGEE REPORTS** will still bring you the U.S. Committee for Refugees' **WORLD REFUGEE SURVEY** and its Issue Paper series. We think you will agree that these alone are of significant value.

We would also like to assure you that the price change does not mean any reduction in the service we provide. To the contrary, we think we are making some important improvements. Occasional thematic issues, articles by guest writers, some longer, more analytic features, and increased coverage of current research are some of the changes we have made recently. We are also upgrading the category of mail service we use to ensure that **REFUGEE REPORTS** will reach you in a more timely way.

If you have any questions or comments regarding this change, or about **REFUGEE REPORTS** in general, please let us know. We look forward to continuing to provide you with the unique information of **REFUGEE REPORTS**.

(1506 people) in which the only reasons given for denial were credibility problems, some of them minor.

Using "lack of credibility" as a basis for denial raises serious questions, according to the embassy report. It asks why inconsistencies in applicants' stories are relevant to refugee status if the applicant is a category case and there is no indication of Khmer Rouge involvement.

Further, the relevance of discrepancies between accounts given by applicants during INS and previous interviews is questioned since INS interviewers instruct applicants to tell the truth and not feel bound by what they have told others. Seventy cases (271 people) were denied solely because of this kind of inconsistency.

The worldwide guidelines, the report says, do not not make explicit what degree of doubt about an applicant's credibility should result in denial. "Perhaps what one can say is that, given the clear intent of the guidelines as a whole to facilitate the granting of refugee status to Cambodian applicants, and especially to those in categories, the doubt raised by inconsistencies should indeed be major and compelling if it is to serve as a basis for denial."

Khmer Rouge Affiliation Not Clearly Defined Also noted is the lack of any "definition, guidance or common-sense test" of previous Khmer Rouge connection. The review showed broad inconsistencies in the standards used to determine whether a Cambodian applicant, in the words of the Refugee Act of 1980, "ordered, incited, assisted, or otherwise participated in the persecution of any person..." A Khmer Rouge association described as "possible" or "non-significant" was found to be the reason for denial in 13 cases (64 people).

Of the 1,898 denied cases reviewed, the report concludes, only 23 (88 people) were denied because they were admitted Khmer Rouge or because substantiated allegations that they were Khmer Rouge had been made by other Cambodian refugee applicants.

$344.7 MILLION IN REFUGEE FUNDS IN APPROPRIATION BILL SENT TO FULL SENATE

The Senate Committee on Appropriations has recommended a FY 86 appropriation of $344.7 million for migration and refugee assistance. That level, included in the foreign assistance appropriation bill reported to the full Senate on October 31, was the full amount authorized in the foreign affairs authorization act signed into law by President Reagan in August. However, it is $51.8 million more than the appropriation recommended to the House by its appropriations committee (See Refugee Reports, Vol. VI, Nos. 8 & 9).

The migration and refugee assistance appropriation funds refugee admissions to the U.S., including reception and placement, and assistance to refugees and international organizations working with refugees overseas.

Sen. Robert W. Kasten (R-Wis.), chairman of the foreign operations subcommittee of the appropriations committee, had been expected to work for a higher level of refugee funding than the $293.0 million recommended in the appropriation bill pending in the House (H.R. 3228). On October 29, Kasten's subcommittee sent the foreign aid appropriations bill (S. 1816) to the full committee with $344.7 million for migration and refugee assistance. The committee sent the bill with that amount on to the full Senate two days later.

Cut Expected However, the whole bill reported by the committee exceeded the budget authority for foreign assistance by approximately $500 million. According to sources, Sen. Mark O. Hatfield (R-Ore.), Appropriations Committee chairman, has said that his committee "will be prepared to" bring the foreign aid appropriation back within its budgeted limit. If not, the Senate Budget Committee will ask the full Senate to make an across-the-board cut in the appropriation.

In any event, Hatfield has said he would not call for Senate consideration of the bill until the House passes a foreign assistance appropriation bill or there is a continuing resolution. Thus, it is unlikely that the Senate will consider the appropriation for at least two weeks.

If the two houses of Congress pass different versions of the appropriations bill, a House-Senate conference committee will have to resolve the difference before a bill can be sent to the president. Sources speculate that the final appropriation will be at the $337.9 level originally requested by the president.

Senate Bill Earmarks Refugee Program Funds The appropriation bill sent to the full Senate earmarks funds for specific refugee assistance programs. That is, it establishes minimum spending levels for designated activities.

For the resettlement of Soviet, Eastern European, and other refugees in Israel, $12.5 million is earmarked. That is the level requested by the president and earmarked in the foreign relations authorization act.

$56 million would be earmarked for African refugee programs. Though the president's budget requested only $51 million, the authorization act included the higher level.

To combat piracy in the Gulf of Thailand, assist piracy victims, promote the rescue of refugees in distress at sea in Southeast Asia, and strengthen protection measures for Indochinese boat refugees, the Senate bill would earmark $1.5 million. That is $.5 million more than originally requested by the president, but $1 million less than set aside for antipiracy activities in the authorization act.

The earmark of $3.5 million for the International Committee of the Red Cross is also more than the budget request level, by $1.5 million, but $1 million less than authorized.

Bill Provides for Relocation of "Land Vietnamese" The appropriations committee also addressed concerns about the protection of the "land Vietnamese" now living at Site 2, a Khmer border camp two kilometers from the Cambodian border in Thailand (see Update). The bill would provide up to $2.5 million for "the orderly movement of overland Vietnamese refugees presently located at the Dong Ruk (Site 2) refugee camp in Thailand to a safe haven either in Thailand or in another location more directly under the control of the United States where they may be joined with other Vietnamese refugees."

The committee report accompanying the bill calls on the State Department to take "urgent and extraordinary steps" to move these land Vietnamese to safety.

The committee argues that special consideration and prompt action are necessary, despite possible arguments that demands for similar consideration by other refugees will result, because of the unique and life-threatening situation of the land Vietnamese.

The report cites hostility toward the land Vietnamese by the much larger Khmer population in the adjoining camp and the danger from the Vietnamese troops just across the border in Cambodia as sources of peril.

Report Calls for Measures to Protect Border Cambodians The committee report also expresses concern about Khmer refugees in Thailand, particularly the approximately 120,000 now at Site 2 within two kilometers of the Cambodian border and Vietnamese artillery based there.

The committee cites reports critical of Thai authorities' insistence that the 230,000 border Cambodians forced into Thailand by the Vietnamese offensive a year ago are displaced persons rather than refugees. As a result of this distinction, Thai officials have reportedly blocked efforts to help the refugees become self-supporting and efforts by the United States to bring about resettlement of those Cambodians with relatives in the U.S.

This apparent contradiction is attributed to the Thai fear that once the U.S. resettles those family members, the remaining Cambodians will be solely Thailand's responsibility. Thus, the Thai position is characterized by the committee as being, "If you want to take some, you have to take them all."

Based on such reports, the committee calls on the State Department's Bureau for Refugee Programs (BRP) to report on the Thai government's contribution to the care of refugees, particularly involving those areas of concern mentioned.

The committee also calls on the State Department to make the safety of the Cambodian refugees along the border a "matter of concern" to all U.S. offices with responsibilities for relations with Thailand. Specifically, the committee states that it expects prompt State Department action to achieve the relocation of these refugees to a site beyond the range of Vietnamese shelling.

Finally, the committee directs the State Department to explore the immediate implementation of an education program, to be managed by the Thai government and the United Nations Border Relief Operation (UNBRO), to prepare the refugees along the border for eventual return to their homeland. A State Department report on such a program, with a cost analysis, is called for within six months.

Other Project Preferences Stated The committee also reiterated its support for the funding of the type of programs proposed at ICARA II (International Conference on Assistance to Refugees in Africa), projects which would combine recovery assistance to refugees with development assistance to African host countries. Noting that no money was allocated to such projects in FY 85, in spite of Congressional intent expressed in previous reports, the committee requested that the State Department report to the House and Senate appropriations committees its plan for funding ICARA II-type projects and its justification for not having done so during FY 85.

The committee also acknowledged the early findings of the Hemispheric Migration Project on the causes and consequences of international migration for the sending countries in the western hemisphere. The project, a joint effort of the Center for Immigration Policy and Refugee Assistance (CIPRA) at Georgetown University in Washington, D.C. and the Intergovernmental Committee for Migration, has begun to provide information and analysis "upon which to base policy decisions of importance to the sending countries and to the U.S.," according to the report.

The committee directs that CIPRA manage the project in the future and that BRP allocate at least $800,000 of FY 86 funds for the project.

REFUGEE ADMISSIONS CEILING SET AT 67,000 FOR FY 86

President Reagan, as expected, determined that 67,000 refugees may enter the U.S. during FY 86. The overall ceiling established by the president after consultation with Congress is 3,000 lower than the ceiling first proposed by the administration (see Refugee Reports, Vol. VI, No. 10).

The regional ceilings in the president's final determination and as originally proposed are shown in the table below.

Region	Proposed FY 86 Ceiling	Final FY 86 Ceiling
Africa	3,000	3,000
East Asia		
First asylum	40,000	37,000
ODP	8,500	8,500
E.Europe/USSR	9,500	9,500
Lat.Am./Caribbean	3,000	3,000
Near East/S.Asia	6,000	6,000
TOTAL	70,000	67,000

State Department Authorizes First Quarter Movement A State Department cable to overseas refugee processing posts authorizes the movement of up to 750 African refugees during the first quarter of FY 86. They may be processed from all six priorities, except from the Sudan, where consideration of applicants is restricted to those in priorities one through five.

Movement of up to 2,375 Eastern European and Soviet refugees, from all six priorities, is authorized for the first quarter of FY 86.

For the Near East and South Asia, up to 1,500 refugees may be moved during the first quarter. Only those refugees in priorities one through four are to be considered, plus certain Iranian refugees in priorities five and six. The State Department cable further states that Iraqi Christians and Syrian Jews should no longer be considered as ethnic groups of special humanitarian concern, but that individuals may be processed on a case-by-case basis.

Administration officials made it clear in consultations with Congress that no processing of refugees from Latin America and the Caribbean would take place unless and until Cuba ends suspension of its December 1984 immigration agreement with the U.S.

MASSACHUSETTS AND NEW YORK CITY CLARIFY RELATIONS WITH ALIENS, INS

Both New York City and the Commonwealth of Massachusetts declared policies in October regarding the extent of their cooperation with federal authorities in immigration enforcement.

On October 15, Mayor Edward I. Koch issued a memorandum reaffirming a policy that New York City "has no obligation to report undocumented aliens to immigration authorities except when such aliens are engaged in criminal activities."

The Koch memorandum addresses itself particularly to the rights of undocumented aliens who may be the victims of crime, fraud, or workplace safety violations, who do not report their victimization for fear they, in turn, will be reported to the immigration authorities. The police department and department of corrections are directed to "do everything they can to assure crime *victims* that they will not be reported." At the same time, Koch reminds local law enforcement agencies that they are "both permitted and obligated to cooperate with the immigration authorities in apprehending aliens who are committing crimes."

Koch Says Immigration Control Not City Function In an October 25 letter to the *New York Post*, Koch declared, "The federal government has abandoned its responsibilities and would have you think that it's the legal duty of a clerical person in a city office to pick up the slack. Well, it is not."

The Koch memorandum does not address the issue of unauthorized immigration to the U.S., maintaining that, at the municipal level, "it is to the disadvantage of all who live in the City if some of its residents are uneducated, inadequately protected from crime, or untreated for illness."

Duke Austin, spokesman for INS, characterized the Koch policy as "dangerous and unfortunate." He said that a lot of undocumented aliens in the U.S. have not fled persecution, but rather have been involved in drug dealing and other criminal activities, including, in some cases, terrorism. "It would be dangerous to lessen enforcement potential for people who may have character backgrounds making them ineligible for admission to the U.S. under any circumstances," said Austin. He added, "They will also not be able to identify people ineligible for certain assistance programs, a load the U.S. taxpayer will have to cover."

Steps Taken to Provide Services for Undocumented Aliens Prior to 1984, some New York City aliens were discouraged from obtaining certain health services because they mistakenly applied for Medicaid coverage, for which they were ineligible, and Medicaid applications were sent to the Immigration and Naturalization Service for status checks, according to Elizabeth Bogen, director of the Office of Immigrant Affairs in the New York City Department of City Planning.

Since early 1984, however, a department of social services release form permits indigent aliens to "sign off" from applying for medicaid, allowing them full access to health care, paying what they can afford, according to Bogen.

On November 8, the immigrant affairs office is scheduled to release a pamphlet directed to undocumented aliens, informing them of the city services to which they are entitled and assuring them of the city's commitment not to report them to immigration authorities as long as they lead law-abiding lives.

Massachusetts Limits Cooperation of State Employees in Immigration Investigations An executive order signed by Governor Michael S. Dukakis on October 4 forbids employees or agents of the Commonwealth of Massachusetts from assisting in investigations of citizenship or residency status unless required to do so by federal law.

The order also calls for the deletion of questions regarding citizenship and residency status from all forms relating to state benefits and services, other than those required by federal laws and regulations.

"The state has no need to know, to pry into a person's national origins," Ed Crotty, a program coordinator of the Massachusetts Office of Refugee Resettlement, told *Refugee Reports*. "The state considers it intrusive."

Crotty said that Massachusetts was motivated both by a civil rights concern--to eliminate discrimination based on national origin--as well as a humanitarian concern that aliens would not avail themselves of basic human services out of fear about their immigration status.

INS spokesman Austin sees the issue with Massachusetts as being over the question of who determines refugee status. "Federal law identifies who is a refugee," said Austin, "a formal procedure that has not been delegated to the State of Massachusetts."

The Massachusetts refugee office has been trying to defuse any conflict with federal authorities over the executive order. "We don't want this to become a lightning rod," Crotty said, maintaining that "states don't enforce federal immigration laws." The order directing state employees not to condition services, benefits, and opportunities on citizenship status and not to assist in investigations of such status, Crotty points out, includes the caveat, "unless required to do so by federal statute, regulation, or court decision."

Massachusetts Legislature Considers Bill

In a related development, a bill is pending in the Massachusetts state legislature requiring the state attorney general to represent in deportation proceedings "any person residing in Massachusetts who is seeking political asylum in the United States because of a fear of persecution in his or her homeland."

On November 5, a delegation of representatives from Massachusetts civic, religious, and civil liberties groups met with the Ways and Means Committee, which is considering the bill.

Sen. Jack Backman, sponsor of Massachusetts S. 1063, said that he is calling upon the state to pick up a responsibility that should be provided by the federal government. "It is a federal responsibility," he maintained, "to afford defense for an indigent person accused of being an illegal alien." But Backman added, "The federal government is moving in the opposite direction by denying federal funding to organizations that provide legal defense for undocumented aliens."

One of the leading advocates for the bill is Professor Steven Worth, director of Northeastern University's Institute for Applied Politics. He argued that the Justice Department violates the Fifth Amendment by denying due process to certain refugees depending on their country of origin and that the attorney general of Massachusetts has a responsibility under the Fourteenth Amendment to declare equal protection of the laws--in this case the Refugee Act of 1980.

In an April 29 letter to the Ways and Means Committee, Massachusetts Attorney General Francis X. Bellotti wrote that "the attorney general does not represent private persons when they are adversaries to the government" and that other organizations, such as public defenders, would be better suited to provide such representation.

Backman said the legislation was "an extension of powers and responsibilities we have granted in the past to the attorney general to defend the civil rights of individuals who have been abused in some manner by other persons or institutions."

A spokesperson for Bellotti's office said that the attorney general vigorously defends civil rights guaranteed by the state and cited representation of Vietnamese and Cambodians subject to harassment as evidence of these efforts.

Update

° The Thai government has responded favorably to recent calls for improving the security of "land Vietnamese" and certain Cambodians in Thailand, according to State Department sources. Early November discussions between the International Committee for the Red Cross and Thai officials centered on the safety of some 4,000 land Vietnamese now at Site 2 near the Cambodian border, where 120,000 Cambodians are also located. Apparently, the land Vietnamese will be moved, before the beginning of the dry season in mid-November, to a location away from the border and from the Khmer.

At the same time, the U.S. government expressed concerns to the Thai government about the protection of Cambodians. The State Department anticipates several actions to be taken before the dry season. These will apparently include measures to maintain separation between Cambodian civilians and resistance forces in the area of Site 2. Also, the undocumented--or "illegal"--Cambodians will be moved from inside Khao I Dang to the adjacent Site 7, which will be administered by UNHCR. Undocumented Cambodians with relatives inside Khao I Dang will be allowed to remain in the camp.

° Ambassador H. Eugene Douglas resigned as U.S. Coordinator for Refugee Affairs as of October 31. The Secretary of State has not nominated a replacement nor named an acting coordinator.

° On November 5, U.S. District Judge Robert P. Aguilar ordered the Secretary of Health and Human Services to obligate and disburse to states the full $89 million appropriated by Congress for the FY 85 refugee targeted assistance program. Judge Aguilar denied the government's motion to dismiss the suit brought by several members of Congress, California counties, and private organizations. The order supercedes a temporary restraining order issued on October 2 as well as a court of appeals stay of that temporary order.

° In September, as U.S. government interdictions of Haitians at sea reportedly increased, as many as 100 Haitians were said to have been tossed overboard by the crew of the boat they were traveling on and were presumed drowned. The claims were made by 7 of the 23 Haitians taken by the U.S. Coast Guard to Miami for medical treatment after the 40-foot sailboat was found beached on a Bahamian island with 134 still aboard. The other 111 survivors were returned to Haiti by the Coast Guard. The drowned Haitians were apparently thrown overboard when they went up to the deck from the severely overcrowded underdeck.

Earlier in September, according to the *Miami Herald*, some 400 Haitians in three small sailboats were caught in a two-day period and returned to Haiti by the Coast Guard and INS officials. Altogether, nearly 700 Haitians were caught at sea by the Coast Guard during a two-week period. As of September 10, another *Herald* article reported, 5,038 Haitians had been returned to Haiti through the interdiction program begun in 1981.

° The U.S. Senate called upon all federal agencies, including the border patrol and the Immigration and Naturalization Service (INS), to "review their policies for handling persons potentially seeking political asylum," following the return of a merchant seaman, Miroslav Medvid, to a Soviet freighter from which he had jumped on October 24 in an attempt to defect. The Senate called upon INS to "establish clear, formal rules and procedures for its personnel and for border patrol personnel in order to prevent the forced return of any person seeking asylum." In introducing the amendment to an appropriations bill later passed by the Senate, Sen. Alfonse M. D'Amato (R-N.Y.) said, "U.S. officials...must be better educated to respond to such situations."

In testimony before the Senate immigration and refugee subcommittee on November 5, INS Commissioner Alan C. Nelson conceded that "mistakes were made" in the Medvid case and that procedures were not followed for handling defections.

At the same hearing, Irene Padoch, a Ukrainian interpreter for INS who interviewed Medvid after he first jumped ship--the only interview at which Soviet officials were not present--said that Medvid "without any hesitation" asked for political asylum before being forcibly returned to the Soviet ship.

The House subcommittee on Europe and the Middle East also held hearings on the Medvid incident November 7.

° INS has announced that deferred departure will be continued through April 30, 1986 for Ugandan nationals in the U.S. who indicate unwillingness to return to Uganda. Those Ugandan nationals whose departure is deferred and who "establish appropriate need, may be authorized permission to work," the INS announcement states.

Current Research

ADAPTATION OF 1980 CUBAN AND HAITIAN REFUGEES ASSESSED IN REPORT

Life in the U.S. is hard for Haitians, according to a recently released report funded by the National Science Foundation.

Focusing, in part, on about 500 Haitians who arrived in 1980, the report finds that nearly two-thirds are living in poverty after being in the U.S. for three years.

The study, by researchers from Johns Hopkins University, Miami-Dade Community College, and Florida International University, also looked at Cuban arrivals of five years ago.

But it is the Haitians who have been the subject of recent Congressional deliberations on immigration reform; their lack of a permanent immigration status, in the view of some sources, is related to their impoverishment in the U.S.

The study--"Three Years Later: A Report

on the Adaptation of 1980 (Mariel) Cuban and Haitian Refugees in South Florida"--suggests that much about the Haitians' condition warrants concern.

Unemployment Rate High For example, they are found disadvantaged with respect not only to Americans but also to Haitians who preceded them. Specifically, Haitians who came to the U.S. five years ago face an unemployment rate of 59 percent, three times the rate for pre-1980 Haitian arrivals.

Also, those who have jobs are poorly paid. They earn about $400 monthly, according to the report, primarily as servants, farm laborers, and unskilled, blue collar employees. Professional and managerial jobs are apparently out of reach, too--less than one percent of the Haitians who were studied had them.

"Haitians are at the bottom of the ladder in the U.S.," Fritz Longchamp of the Washington Office on Haiti commented when asked about the report.

Several Factors Hinder Haitians' Progress According to the researchers, a number of factors have kept the Haitians down, including their insufficient education prior to arrival, and the fact that most had no family in the U.S. to help them adjust.

"Immigrants who come into a setting where a significant segment of the local economy is in the hands of co-nationals" have an advantage over "those who must fend for themselves in the open labor market," the report says.

With respect to employment, for example, Cubans reportedly fare "consistently better." The report cites the fact that suitable employment has been available to "Marielitos" in Cuban-owned enterprises. But only one percent of the surveyed Haitians work for co-nationals.

Haitians' Entrant Status Affects Adjustment Five years ago, 15,000 Haitians and 125,000 Cubans formed flotillas, arrived in the U.S., and received a special temporary "entrant" status. The Carter administration devised that classification in an ad hoc fashion, and Congress was expected to grant entrants a permanent immigration status.

The Cuban entrants have been given a chance by the Reagan administration to have their status adjusted under a 1966 law that pertained initially to early waves of Cuban refugees. Lawmakers have yet to act on adjustment for Haitians, however.

Meanwhile, the report says, the entrant designation has been a hindrance to the Haitians' adjustment because it made them eligible only for late and limited aid.

To sources such as Longchamp, though, the Haitians' status is not an indirect reason for their misery.

"It's the major cause," he says, adding that some employers refuse to hire entrants because they have expired work permits.

Characteristics of 1980 and Earlier Arrivals Compared Such concerns notwithstanding, there appears to be a silver lining to the report. It indicates, for example, that the Haitians who were studied have acquired "considerable education... particularly in English," since their arrival, and nearly one-fifth "spoke English at least passably" when they were contacted.

Furthermore, it finds that the boat arrivals of 1980 were not "riff-raff," contrary to their "widely publicized" image.

"They do not differ significantly from earlier refugees in important respects," the report says, and it maintains that the Haitians who came in 1980 compared favorably to the overall population of Haiti. In making its claim, the report challenges perceptions that the Haitian boat people came from rural backgrounds or were ignorant, and it blames the "social context that received them," not the arrivals themselves, for their ensuing adjustment problems.

Recommends Government Efforts and Change in Public Attitudes What is disturbing, however, is the finding that, among boat arrivals, the Haitians have been "especially rejected and victimized" and that their image as undesirables may turn into a "self-fulfulling prophecy" unless steps are taken to improve it.

To prevent that from occurring, a very general, three-fold remedy is recommended.

First, all levels of government are asked to strengthen their efforts on behalf of entrants in the areas of language training and employment. "Creation of small-scale immigrant enterprises is a particularly urgent priority."

Secondly, the report says, public attitudes toward entrants need to change.

However, it does not present specific recommendations on how this is to be achieved.

Finally, pre-1980 refugee communities need to help speed such change. Particularly in the case of the Cubans, earlier waves are called upon to aid the "Marielitos."

Congress Considers Adjustment Some Haitian proponents suggest that the first shift in attitude needs to happen among lawmakers, particularly on the question of immigration status. Though the status issue doesn't seem to rank high among Congress' immigration concerns, interest in it grew over the summer as the Senate debated overall immigration reform once again.

Eventually, that chamber passed an amended reform bill, S. 1200, that would grant certain Haitians relief.

The House also has reform legislation that would grant relief, H.R. 3080. That bill has yet to be voted on, however.

SURVEY FINDS IGNORANCE, BUT SYMPATHY, CONCERNING REFUGEES IN MASSACHUSETTS

The overwhelming majority of Massachusetts residents are sympathetic to the plight of refugees entering the U.S., according to a public opinion survey conducted by Kane, Parsons, and Associates for the Massachusetts Office of Refugee Resettlement.

Fully 85 percent of the 500 adults polled expressed sympathy for refugees. The majority also characterized them positively, attributing to them such traits as the desire to be self reliant and to be part of the American way of life. Few respondents characterized the refugees in negative terms. Unfavorable impressions that were mentioned centered around economic issues--loss of jobs for Americans and welfare costs, for example--not the refugees themselves.

In a finding that paralleled a national survey conducted last year by the same firm on behalf of the U.S. Committee for Refugees (USCR) and funded by the Rockefeller Foundation, the public generally was found to be ill-informed about refugees; the bulk of respondents did not correlate refugee status with the attempt to flee persecution.

Earlier Poll Found Complex Attitudes The USCR survey found that attitudes toward refugees and other immigrants are not as simple as previous public opinion polling had suggested. That survey confirmed some general hostility to further immigration of all types but also showed that immigration is not an important issue for most citizens, that most adults are poorly informed about the issues, and that most favor admitting specific individuals whose descriptions are typical of refugees and other immigrants.

The Massachusetts Office of Refugee Resettlement commissioned its survey not only to assess public attitudes on the issues, but to determine what information and arguments about refugees are most likely to generate support for resettlement.

The survey found that most Massachusetts adults have had some exposure to refugees, either through media coverage or personal contact with refugees. Nevertheless, only 17 percent of respondents said they held informed opinions on refugee issues.

Like the USCR survey, the new poll found that between 71 and 85 percent of the adults questioned favored admitting each of the hypothetical foreign individuals described. Six of the seven individuals could be judged to be refugees in the technical meaning of that term, and the seventh was described as fleeing famine.

Humanitarian Arguments Generate Support

The survey suggested that people can be persuaded of the value of refugee resettlement. Large majorities indicated that their attitudes toward refugees and their resettlement in Massachusetts would be favorably influenced by being exposed to certain lines of arguments. An argument that stressed the "moral and humanitarian aspects of refugee resettlement" was found particularly credible.

The most effective statements in generating support for relocating refugees in Massachusetts were those about refugees' flight from persecution. In a related finding, escaping persecution was rated the most important reason for admitting aliens to the U.S. However, most respondents do not now associate refugees with fleeing persecution. Given these results, the survey report suggests that the fact of persecution is an effective focal point for public information programs to mobilize support for refugee resettlement.

The research report concludes that "the

public is not so much hostile to refugees as uninformed about them." It adds that "the gap in the public's understanding of these issues is one that can be filled and molded to the advantage of the refugee service network."

Reader Exchange

° Citing current "great opportunities and risks" in the development of asylum law, the Lawyers Committee for Human Rights has announced that it is seeking to assist lawyers who are handling asylum cases which may be precedent setting. According to Arthur Helton, director of the committee's Political Asylum Project, the initiative is being undertaken to "maximize positive doctrinal development and avoid bad precedents" at a time when the development of all aspects of asylum law is in flux.

The committee offers to be counsel, co-counsel, or amicus in selected cases, or simply to provide technical advice. For further information about the kinds of cases being considered, contact Arthur C. Helton, The Lawyers Committee for Human Rights, 36 West 44th St., New York, NY 10036. (212) 921-2160.

Resources

Immigration reform is once again an issue receiving Congressional scrutiny. The Senate has passed an immigration reform bill (S. 1200). The House Judiciary Subcommittee on Immigration, Refugees, and International Law has been holding hearings on its version of the bill (H.R. 3080).

Both bills would legalize the status of many undocumented aliens already in the U.S., but differ on when legalization would begin and on the cutoff date for eligibility for legalization. Both bills would provide for Haitian and Cuban adjustment of status.

Other important differences between the two bills involve the specifics of employer sanctions and measures to deter discrimination that might result from them.

The temporary guest worker program became the central focus of the Senate debate, as it is expected to be in the House.

This section describes a number of resources dealing with immigration issues.

NEW IMMIGRATION LAW TEXT AVAILABLE

The coming of age of the immigration law field is marked by the recent publication of Immigration: Process and Policy, a textbook by Thomas Alexander Aleinikoff and David A. Martin.

Writing in the preface, "For decades, immigration and nationality law has been something of a neglected stepchild in law schools," Aleinikoff and Martin have provided an important teaching resource to improve the study of immigration law.

The authors weave a scholarly and comprehensive pattern through the thousands of judicial and administrative precedents and hundred-year legislative history that comprise the body of today's immigration law. Included are extensive chapters on refugees and political asylum as well as on undocumented aliens.

In addition to providing nuts-and-bolts technicalities, the authors address broader philosophical, political, and humanitarian dimensions by, for example, presenting pro and con arguments by Sharon Kirmeyer and Sen. Alan K. Simpson (R-Wyo.) on extending temporary safe haven to Salvadorans in the U.S. and including excerpts of Ann Novotny's history of Ellis Island and Astri Suhrke's reflections on world refugee movements.

This 1,040-page clothbound text is available for $32.95, plus state tax, from West Publishing Company, 50 W. Kellogg Blvd., P.O. Box 64526, St. Paul, MN 55164-0526.

MANUAL FOR IMMIGRATION COUNSELORS AVAILABLE

A self-help manual for immigrants and immigration counselors has recently been published by the Center for Immigrants Rights.

The Guide to Immigration Counseling: A Step-by-Step Legal Handbook by Allan Wernick is designed particularly for paralegals and immigration counselors. The 490-page handbook, bound in a three-ring binder, gives practical guidance for assisting aliens to determine their status, to prepare applications and interviews, and to understand relevant laws and procedures.

The easy-to-read handbook includes a question-and-answer format for problem areas, a question-by-question analysis of the most common immigration forms, and hints for developing immigration counseling skills. A section on asylees and refugees is included.

The handbook is available for $50 for individuals and libraries, $35 for non-profit organizations, plus $4.50 for postage, pre-paid, from the Center for Immigrants Rights, Inc., 48 St. Marks Place, New York, NY 10003.

NEW BOOK ANALYZES IMMIGRATION AND IMMIGRANTS

A dozen leading experts analyze the current immigrant influx into the U.S., the largest since the peak immigration at the turn of the century, in Clamor at the Gates: The New American Immigration. The book, edited by sociologist Nathan Glazer, is divided into sections treating U.S. immigration policy, economic impact and adjustment of immigrants, and future prospects.

The 337-page book is available for $10.95 (paper) or $22.95 (cloth) from ICS Press, 785 Market Street, Department 685, San Francisco, CA 94103.

FOREIGN POLICY IMPLICATIONS OF LATIN MIGRATION TO U.S. DISCUSSED

The U.S. should continue to welcome genuine refugees and legal immigrants, but needs to assert control over entry of noncitizens as "a fundamental element of national sovereignty," according to Michael S. Teitelbaum in Latin Migration North: The Problem for U.S. Foreign Policy.

The book, published by the Council on Foreign Relations, observes certain demographic shifts bearing on migration, including increased urbanization and rapid growth in the Latin American labor force. Teitelbaum relates these changes, as well as improvements in transportation and communication, to increased international migration. He also notes that refugees, undocumented migrants, and temporary workers may now comprise the majority of international migrants.

Teitelbaum recommends several steps for limiting admissions of refugees to bona fide cases and for resisting efforts that would provide asylum on the basis of nationality groups. He maintains that the U.S., as a country that "attracts large illegal migrant flows for primarily economic reasons, is inviting further abuse of refugee and asylum provisions if it offers such status to large national groupings irrespective of the merits of individual claims."

Latin Migration North is available for $4.95 from the Publications Office, Council on Foreign Relations, 58 East 68th St., New York, NY 10021.

IMMIGRATION ASSUMPTIONS QUESTIONED

Catholic Charities of Chicago examines the presuppositions underlying the U.S. debate on immigration and suggests an alternative "worldview" to spark more generous policies with regard to illegal aliens. My Neighbor, My Ally: Perspectives on Immigration, by Michael L. Budde, maintains that the concept of the nation-state has obstructed thinking about the character of migration and employment. He suggests that a concept that reflects the actual causes of migration and which provides the basis for equitable solutions would be a transnational model of the world economic and social order.

Much of the book's criticisms are reserved for last year's Simpson-Mazzoli bill, which, Budde maintains, exhibits certain nationalistic assumptions. For example, Budde holds that the provision for sanctions against employers who hire illegal aliens assumes that the only motivation for migration to the U.S. is entry into the job market, and ignores other factors such as family reunification, political persecution, and economic displacement in countries of origin. Budde says sanctions would not deter illegal immigration, but only legal, tax-reported employment. He argues that "Simpson-Mazzoli presents state and local governments with the prospect of less revenue--as the sanctions drive more workers into the underground economy--and increased expenses, as legalized workers increase their demands for social services."

The study is available for $2 from Research Services, Chicago Catholic Charities, 721 N. LaSalle St., Chicago, IL 60610.

Statistics

ASYLUM CASES FILED WITH DISTRICT DIRECTORS
FY 85

NATIONALITY*	Cumulative Received this FY	Cumulative Granted this FY	Cumulative Denied this FY	Pending Sept. 31, 1985	NATIONALITY*	Cumulative Received this FY	Cumulative Granted this FY	Cumulative Denied this FY	Pending Sept. 31, 1985
TOTAL	16,622	4,585	14,172	126,311					
AFGHANISTAN	173	57	188	68	LIBYA	87	54	20	43
CHINA (PEOPLE'S REP.)	60	44	63	34	NICARAGUA	5,025	408	4,363	1,918
CUBA**	2,684	61	565	115,658	NIGERIA	16	0	16	17
CZECHOSLOVAKIA	50	34	26	26	PAKISTAN	57	10	58	26
EGYPT	48	0	140	19	PHILIPPINES	80	29	80	47
EL SALVADOR	1,661	74	2,299	500	POLAND	976	451	737	267
ETHIOPIA	420	187	387	164	ROMANIA	142	101	70	70
GHANA	26	8	24	15	SIERRA LEONE	10	0	5	14
GUATEMALA	313	5	427	118	SOMALIA	84	22	104	27
HAITI	631	4	670	5,731	SOUTH AFRICA	21	5	14	23
HONDURAS	78	2	60	46	SPAIN	15	0	5	12
HUNGARY	64	46	66	27	SRI LANKA	46	0	52	27
INDIA	109	1	64	45	SYRIA	104	30	70	59
IRAN	2,734	2,779	2,400	791	USSR	64	26	30	32
IRAQ	75	41	202	38	UGANDA	56	15	54	54
LAOS	9	1	8	11	VIETNAM	31	13	37	23
LEBANON	314	13	425	152	YUGOSLAVIA	59	8	58	20
LIBERIA	17	2	29	18	STATELESS	8	4	14	12

* Nationalities with fewer than 10 applications pending are omitted from this chart, but are reflected in the total.

** Cuban asylum applicants who are adjusting to lawful permanent resident status under the Cuban Adjustment Act of 1966 appear as "cases otherwise closed" in this report.

Source: Immigration and Naturalization Service

Editorial comments and inquiries should be sent to: *Refugee Reports*, 815 Fifteenth Street NW, Suite 610, Washington, DC 20005. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, Sunbelt Fulfillment Services, P.O. Box 41094, Nashville, TN 37204. (615) 377-3322.

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Volume VI, Number 12

December 13, 1985

This is our special year-end statistical issue. In addition to a number of tables and graphs, the issue includes the index for Refugee Reports for Volume VI, 1985. The first two pages, however, are devoted to brief updates of current refugee news.

° Senator Lawton Chiles, Jr. (D-Fla.) filed suit in the Miami federal district court November 25 charging two cabinet members and senior officials of the Immigration and Naturalization Service and federal Bureau of Prisons with dereliction of duty in their operation of the Krome detention center in Dade County, Florida.

Chiles alleges that despite assurances by the Justice Department and INS that Krome would be used only as a short-term, minimum-security detention facility, it has repeatedly been used for indefinite long-term detention of convicted alien felons.

Chiles alleges in his complaint that there is a clear and present danger of violence at Krome, which poses a threat to peaceful alien detainees, U.S. personnel, and the community at large.

The complaint calls upon the federal court to order the U.S. officials to remove immediately all convicted alien felons from Krome and transfer them to other maximum security federal facilities; to obey the statutory ceiling of 525 aliens that may be detained at Krome; and to limit aliens at Krome to short-term, minimum-security processing stays.

In the Senate, Chiles introduced an amendment to an appropriations bill on November 1 earmarking $7.1 million of Bureau of Prison funds for renovation or construction of a facility for the incarceration of alien felons. The bill, as amended, passed both houses of Congress and is awaiting President Reagan's signature.

In introducing the amendment, Chiles said, "In these facilities, most of the detainees' only crime is to have crossed our borders without proper documentation. Yet, illegal alien felons like the Mariel criminals are being placed in such facilities because the administration claims there is no room in more secure prisons."

On October 31, the day before the Senate action, more than 100 Krome detainees rioted and 46 escaped by climbing over the facility's barbed wire fence.

IN THIS ISSUE:

● Update

Sen. Chiles files suit to have alien felons removed from Krome detention center; New UN High Commissioner for Refugees selected; Sudan expells resettlement agencies, imposes moratorium on movement of refugees; Los Angeles declares itself a sanctuary for refugees; Refugee Act reauthorization not taken up by Senate; INS extends deferred departure for Poles; Denmark curbs asylum seekers' rights; House subcommittee approves immigration reform bill.........1

O Statistics

Most of this issue is devoted to statistics. A variety of tables and graphs present data on U.S. refugee resettlement, international refugee movements, refugee populations in Southeast Asia, and U.S. refugee-related expenditures........3

O Resources

Refugee Reports Index for Vol. VI (1985).............12

° On December 10, the UN General Assembly unanimously elected Jean-Pierre Hocke of Switzerland to be the next UN High Commissioner for Refugees. Hocke, director of operational activities for the International Committee of the Red Cross, will succeed Poul Hartling, who is retiring after serving since 1978.

° The government of the Sudan has ordered the expulsion of the Intergovernmental Committee for Migration (ICM) and the International Catholic Migration Commission (ICMC), according to a Washington Post report of November 29. ICMC is the Joint Voluntary Agency--the official representative of the U.S. voluntary resettlement agencies--in the Sudan. ICM arranges transport for refugees to be resettled in third countries. Both agencies were expelled for their alleged role in transporting Ethiopian Jews from the Sudan to Israel. Since a coup in early April brought a new Sudanese government to power, former Sudanese officials have been on trial for their alleged involvement in the airlift.

According to John E. McCarthy, president of ICMC, that agency was not involved in the movement of the Ethiopian Jews. He said, "We are not criticizing the movement of refugees ~~to safety~~ at any time, but we were not involved in this." ICMC has been meeting with Sudanese and U.S. officials and is hopeful that the issue will be resolved, McCarthy said, adding that ICMC staff remain in the Sudan as do some 2,000 Ethiopian refugees already processed for resettlement in the U.S.

In late November, the Sudanese government imposed a moratorium on movement of refugees for third country resettlement. According to the State Department, if the moratorium is lifted, but ICM is not readmitted, other arrangements will be made for the transportation of refugees. At press time, ICM officials said the agency was preparing a response to the expulsion order.

° On November 27, Los Angeles joined the ranks of cities declaring themselves sanctuaries for Central American refugees. In language similar to earlier local initiatives, the Los Angeles City Council, by an 8-to-6 vote, directed municipal employees to "exclude refugee status as a consideration" in providing city services. The resolution further directs the police department not to report undocumented aliens to federal immigration authorities unless they have committed serious crimes.

On December 9, a sanctuary resolution was introduced in San Francisco that would prevent city officials from taking actions that could jeopardize the safety or welfare of Salvadoran or Guatemalan nationals.

° Reauthorization of the Refugee Act of 1980 has apparently been thwarted for this year by the busy legislative calendar. The House passed its version of the the Refugee Assistance Extension Act of 1985 (H.R. 1452) in June, but there is little chance that the full Senate will consider the version reported by the Senate Judiciary Committee (S. 1262) before Congress adjourns for the year. The reauthorization bill can be considered when Congress reconvenes in January.

° Polish nationals who were in the U.S. as of July 21, 1984 and are unwilling to return to Poland have had deferred departure extended until June 30, 1986, the Immigration and Naturalization Service announced. Poles whose departure has been deferred may be permitted to work if need is established.

In the meantime, Senator Paul Simon plans to offer an amendment to the Refugee Act reauthorization bill that would permit Poles who have been granted extended voluntary departure to adjust their status to permanent residence.

° The Danish parliament passed a law December 9 curbing the rights of asylum seekers, according to the Christian Science Monitor. Under the law, asylum seekers, most of whom come from the Middle East, can be expelled after two weeks without the right to a tribunal hearing if officials regard their case as "clearly groundless."

° The Subcommittee on Immigration, Refugees, and International Law of the House Judiciary Committee completed mark-up of an immigration reform bill on November 19, passing the bill on to the full Judiciary Committee. Because the amendments approved by the subcommittee substantially changed the original bill (H.R. 3080), the subcommittee introduced a "clean" version (H.R. 3810) for consideration by the full committee.

ASYLUM CASES FILED WITH DISTRICT DIRECTORS, APPROVED AND DENIED, BY NATIONALITY, JUNE 1983 TO SEPTEMBER 1985

COUNTRY	APPROVAL RATE FOR CASES DECIDED	CASES GRANTED	CASES DENIED
TOTAL	22.2%	15,342	53,835
Iran	60.7%	9,556	6,177
Romania	44.9	297	364
Czechoslovakia	41.2	77	110
Afghanistan	37.0	296	504
Poland	31.5	1,433	3,119
Hungary	30.0	115	268
Uganda	28.2	69	176
Ethiopia	26.2	559	1,572
Vietnam	24.0	42	133
Philippines	23.9	68	216
Syria	22.1	64	225
China	18.2	66	297
Somalia	14.1	58	353
Iraq	11.8	83	619
Yugoslavia	11.8	27	201
Nicaragua	10.5	1,520	12,983
Liberia	7.0	15	200
Pakistan	6.6	24	337
Cuba a/	6.1	82	1,257
Honduras	2.8	6	206
El Salvador	2.6	473	18,058
Lebanon	2.6	30	1,107
Haiti b/	2.4	28	1,117
Guatemala	.7	9	1,252
India	.4	1	241
Egypt	.3	2	685
Bangladesh	0	0	391

a/ There were 115,658 cases from Cuba pending at the end of FY 85.

b/ There were 5,731 cases for Haiti pending at the end of FY 85.

Source: Immigration and Naturalization Service (INS)/U.S. Department of Justice

Note: Starting in May 1983, the Immigration and Naturalization Service kept asylum statistics by number of cases. Each case, or application, may include more than one individual. From June to September 1982 and October 1982 to April 1983, INS asylum figures were for actual number of individuals. To avoid inconsistency, this chart includes data only since INS data was based on number of cases. Nationalities shown are those which had 100 or more cases decided in any one of the fiscal year periods included. During the period, a total for all nationalities of 15,342 cases were approved, and 53,835 cases were denied, an overall approval rate of 22.2 percent.

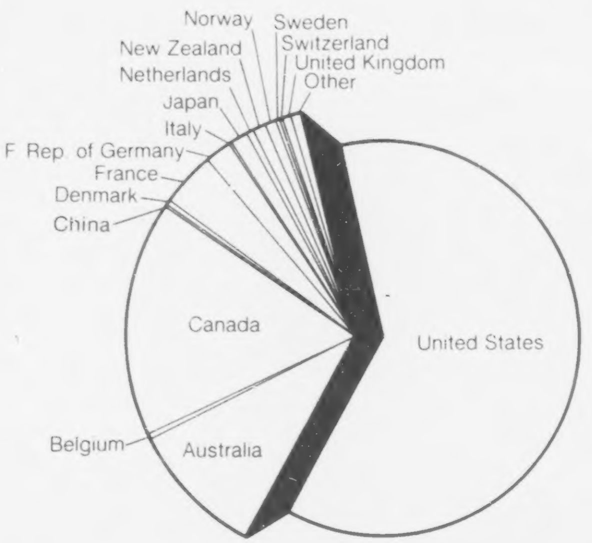
This chart is based on data for asylum cases filed with INS district directors only. Many applications for asylum are filed with immigration judges, particularly in the context of deportation proceedings. The Office of the Chief Immigration Judge is developing a data system, but asylum statistics are not now available.

SOUTHEAST ASIAN REFUGEE DEPARTURES TO RESETTLEMENT COUNTRIES, FY 85 and APRIL 1975 THROUGH SEPTEMBER 1985 CUMULATIVE

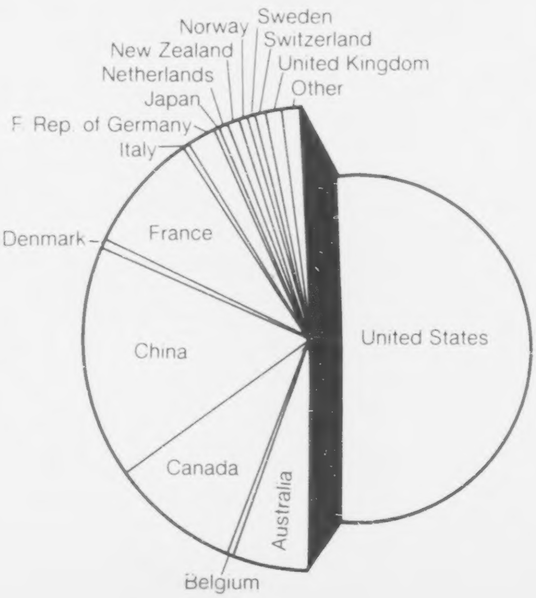
COUNTRY	FY 85		APRIL 1975 THROUGH SEPT. 1985	
	NUMBER	PER. OF TOTAL	NUMBER	PER. OF TOTAL
AUSTRALIA	8,985	11.2%	103,604	7.0%
BELGIUM	241	.3	6,735	.5
CANADA	12,921	16.1	119,945	8.1
CHINA	3	a/	265,778	17.9
DENMARK	175	.2	3,563	.2
FRANCE	2,933	3.6	109,249	7.4
F. REP. OF GERMANY	1,353	1.7	29,378	2.0
ITALY	53	.1	3,524	.2
JAPAN	884	1.1	1,566	.1
NETHERLANDS	332	.4	6,197	.4
NEW ZEALAND	745	.9	6,955	.5
NORWAY	527	.7	5,342	.4
SWEDEN	186	.2	4,089	.3
SWITZERLAND	120	.1	9,953	.7
UNITED KINGDOM	504	.6	19,100	1.3
UNITED STATES	49,970	62.1	765,431	51.6
OTHER	572	.7	23,290	1.6
TOTAL	80,504	100.0 b/	1,483,699	100.0 b/

a) Less than .1 percent
b) Totals may not equal 100 percent because of rounding off

Source: Bureau for Refugee Programs/U.S. Department of State

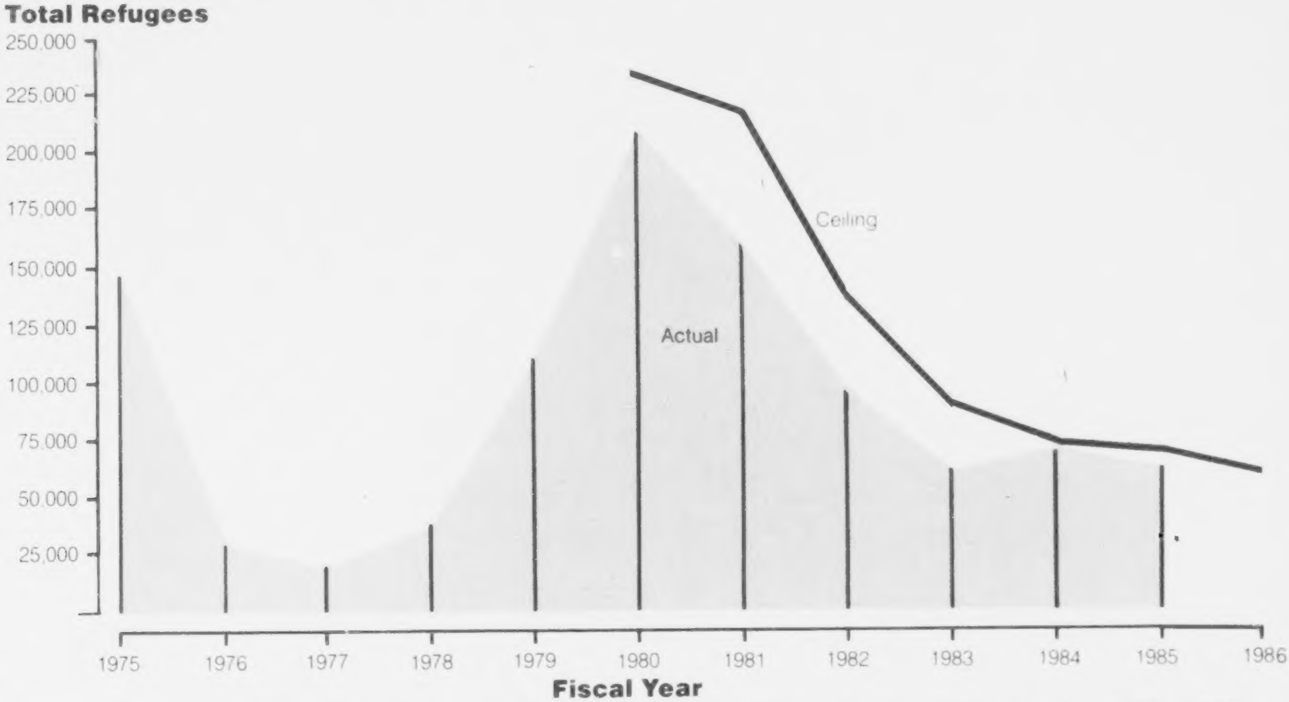


FY 1985



April 1975 through September 1985

ACTUAL REFUGEE ADMISSIONS TO THE U.S. AND CEILINGS ON REFUGEE ADMISSIONS, FY 75-86



	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986
Actual	146,158	27,206	19,946	36,507	111,363	207,116	159,252	97,355	61,681	71,113	68,045	
Ceiling						231,000	217,000	140,000	90,000	72,000	70,000	67,000

	FY 75	FY 76	FY 77	FY 78	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	TOTAL
AFRICA						955	2,119	3,326	2,648	2,747	1,953		13,748
(CEILINGS)						**1,500**	**3,000**	**3,500**	**3,000**	**3,000a/**	**3,000**	**3,000**	
ASIA	135,000	15,000	7,000	20,574	76,521	163,799	131,139	73,522	39,408	51,960	49,970		763,893
						169,200	**168,000**	**96,000**	**64,000**	**50,000a/**	**50,000**	**45,500**	
EASTERN EUROPE	1,947	1,756	1,755	2,245	3,393	5,025	6,704	10,780	12,083	10,285	9,350		65,323
						5,000	**4,500**	**11,000**	b/	b/	b/	b/	
SOVIET UNION	6,211	7,450	8,191	10,688	24,449	28,444	13,444	2,756	1,409	715	640		104,397
						33,000	**33,000**	**20,000**	**15,000b/**	**12,000a/b**	**9,000b/c**	**9,500b/**	
LATIN AMERICA	3,000	3,000	3,000	3,000	7,000	6,662	2,017	602	668	160	138		29,247
						20,500d/	**4,000d/**	**3,000**	**2,000**	**1,000**	**3,000c/**	**3,000**	
NEAR EAST AND SOUTH ASIA						2,231	3,829	6,369	5,465	5,246	5,994		29,134
						2,500	**4,500**	**6,500**	**6,000**	**6,000a/**	**5,000c/**	**6,000**	
TOTAL	146,158	27,206	19,946	36,507	111,363	207,116	159,252	97,355	61,681	71,113	68,045		1,005,742
						231,700	**217,000**	**140,000**	**90,000**	**72,000**	**70,000**	**67,000**	

a/ At the request of the State Department, 2,000 slots were transferred to the FY 84 ceiling for Asia, 1,000 from Eastern Europe and the Soviet Union, 750 from the Near East and South Asia, and 250 from Africa. The numbers in the table for FY 84 are the original unchanged ceilings.

b/ From FY 83 on, the Eastern Europe ceiling and combined with the ceiling for the Soviet Union.

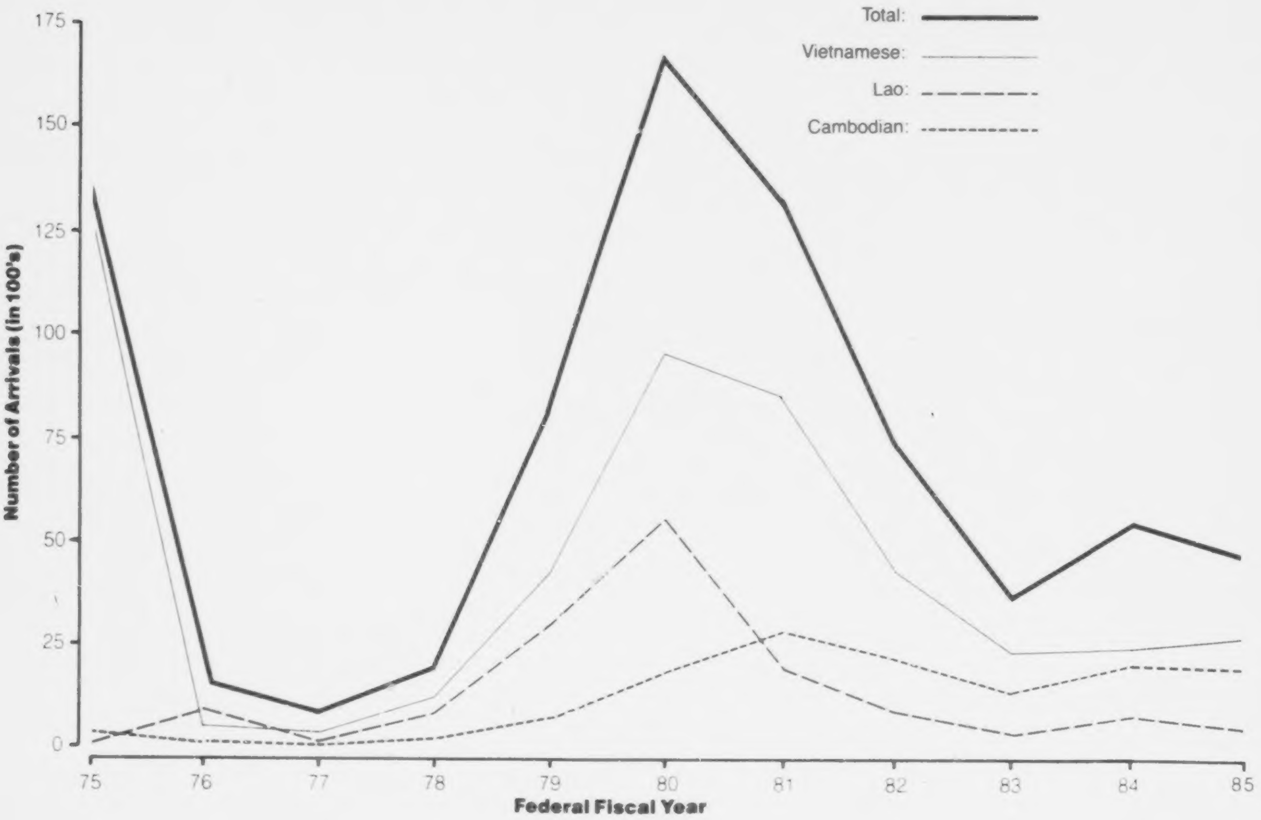
c/ At the request of the State Department, 2,000 slots were transferred from the FY 85 ceiling for Latin America and the Caribbean, 1,000 to Eastern Europe and the Soviet Union, 1,000 to the Near East and South Asia. The numbers in the Table for FY 85 are the original unchanged ceilings.

d/ FY 80 ceiling for Latin America was divided: 19,000 for Cuba; 1,000 other. FY 81 ceiling for Latin America was divided: 2,500 for Cuba; 1,500 for other.

Note: Figures in shaded areas represent annual ceilings.

Source: Bureau for Refugee Programs/U.S. Department of State

SOUTHEAST ASIAN REFUGEE ARRIVALS BY NATIONALITY, FY 75-85



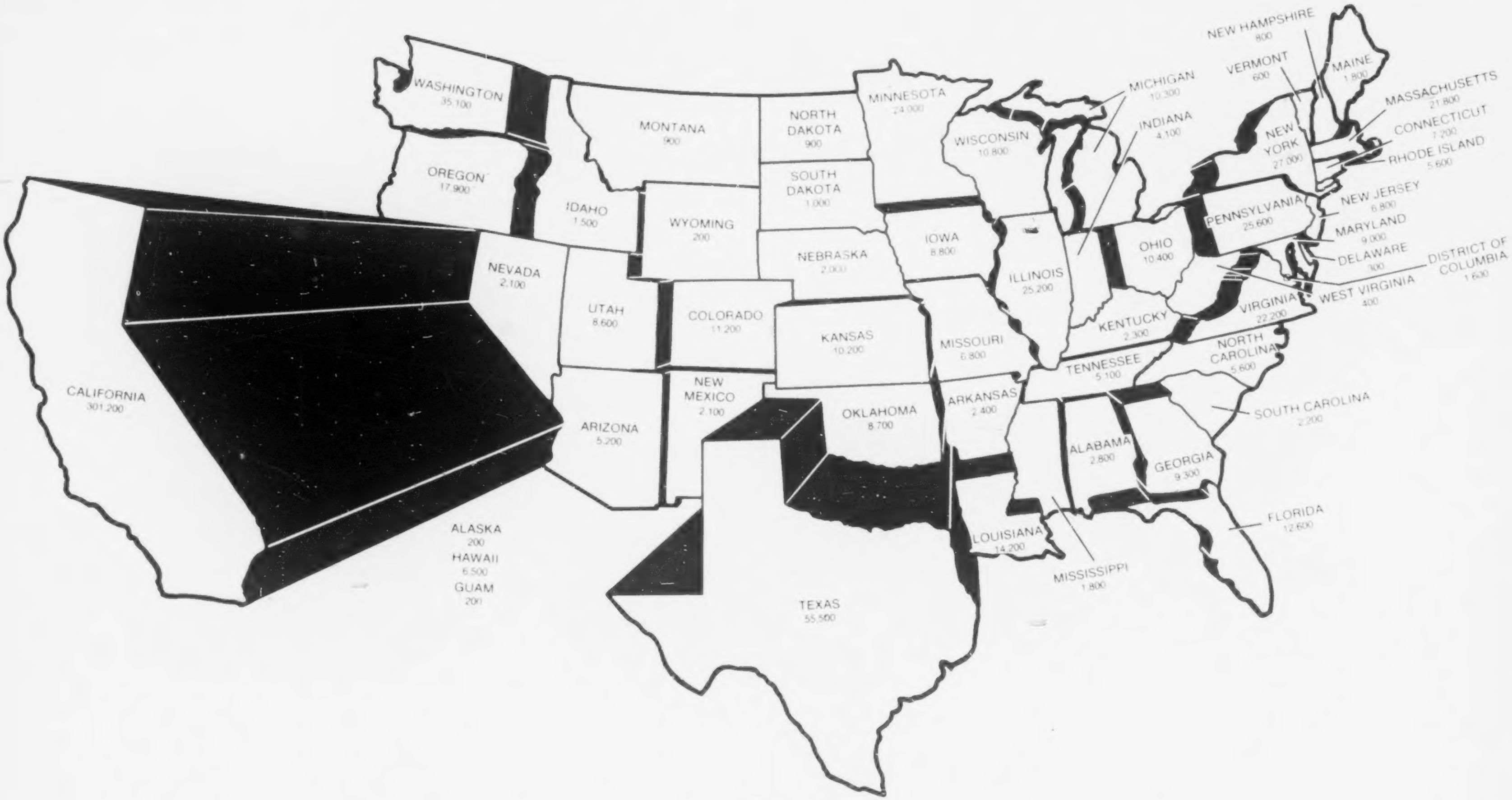
Federal Fiscal Year	Country of Nationality			
	Cambodia	Laos	Vietnam	Total a/
1985	19,131	5,181	25,209	49,528
1984	19,849	7,224	24,927	52,000
1983	13,114	2,835	23,459	39,408
1982	20,234	9,437	43,656	73,327
1981	27,100	19,300	86,100	132,500
1980	16,000	55,500	95,200	166,700
1979	6,000	30,200	44,500	80,700
1978	1,300	8,000	11,100	20,400
1977	300	400	1,900	2,600
1976 b/	1,100	10,200	3,200	14,500
1975	4,600	800	125,000	130,400
TOTAL	128,700	149,100	484,300	762,100

a/ Totals may not agree with U.S. State Department annual arrival data because they are based on different date files.

b/ Includes transition quarter.

Source: Linda W. Gordon, Chief Statistician, ORR, "Southeast Asian Refugee Migration to the United States," September 1984, and Office of Refugee Resettlement, U.S. Department of Health and Human Services.

SOUTHEAST ASIAN REFUGEES: ESTIMATED CUMULATIVE STATE POPULATIONS a/ INCLUDING ENTRIES FROM 1975 THROUGH SEPTEMBER 30, 1985


WASHINGTON
35,100
OREGON
17,900
CALIFORNIA
301,200
NEVADA
2,100
IDAHO
1,500
MONTANA
900
WYOMING
200
UTAH
8,600
ARIZONA
5,200
COLORADO
11,200
NEW MEXICO
2,100
NORTH DAKOTA
900
SOUTH DAKOTA
1,000
NEBRASKA
2,000
KANSAS
10,200
OKLAHOMA
8,700
TEXAS
55,500
MINNESOTA
24,000
IOWA
8,800
MISSOURI
6,800
ARKANSAS
2,400
LOUISIANA
14,200
WISCONSIN
10,800
ILLINOIS
25,200
MICHIGAN
10,300
INDIANA
4,100
OHIO
10,400
KENTUCKY
2,300
TENNESSEE
5,100
MISSISSIPPI
1,800
ALABAMA
2,800
GEORGIA
9,300
FLORIDA
12,600
SOUTH CAROLINA
2,200
NORTH CAROLINA
5,600
VIRGINIA
22,200
WEST VIRGINIA
400
DISTRICT OF COLUMBIA
1,630
DELAWARE
300
MARYLAND
9,000
NEW JERSEY
6,800
PENNSYLVANIA
25,600
NEW YORK
27,000
RHODE ISLAND
5,600
CONNECTICUT
7,200
MASSACHUSETTS
21,800
MAINE
1,800
VERMONT
600
NEW HAMPSHIRE
800
ALASKA
200
HAWAII
6,500
GUAM
200

a/ Adjustments for secondary migration were last incorporated into these estimates as of 9/30/84. New adjustments for migration through FY 1985 have not been calculated. All totals rounded to the nearest hundred.

b/ Arrival figures for the District of Columbia are overstated because they are based on the address of the sponsoring organization. Most of those persons are thought to settle directly in nearby Maryland or Virginia.

c/ Fewer than 100.

Source: Office of Refugee Resettlement/U.S. Department of Health and Human Services

REFUGEE ARRIVALS BY COUNTRY OF CITIZENSHIP AND ST

BY COUNTRY OF

State	Cambodia	Laos	Vietnam	Czechoslovakia	Hungary	Poland
Alabama	233	82	349	5	3	24
Alaska	0	15	42	0	0	10
Arizona	488	62	1,946	12	4	165
Arkansas	31	123	237	4	4	80
California	13,044	4,700	26,435	759	343	1,656
Colorado	456	235	896	45	16	86
Connecticut	928	201	434	44	140	399
Delaware	0	0	24	0	2	5
District of Columbia	203	90	461	17	18	78
Florida	851	170	1,752	59	96	334
Georgia	1,366	234	1,323	11	32	41
Hawaii	68	190	668	1	2	1
Idaho	181	120	191	216	9	210
Illinois	2,332	697	1,917	138	55	1,124
Indiana	154	91	374	15	18	109
Iowa	435	424	522	5	12	96
Kansas	357	220	1,414	12	0	23
Kentucky	298	23	337	0	0	18
Louisiana	454	164	1,850	11	0	74
Maine	536	21	88	5	1	157
Maryland	891	141	993	69	50	225
Massachusetts	3,928	248	2,368	353	9	228
Michigan	143	182	799	33	10	665
Minnesota	1,930	950	1,554	36	33	201
Mississippi	3	11	309	10	2	5
Missouri	496	201	927	104	81	293
Montana	6	45	36	4	0	12
Nebraska	82	24	167	19	10	142
Nevada	119	59	419	5	9	105
New Hampshire	305	16	48	6	0	18
New Jersey	237	60	1,140	82	40	519
New Mexico	257	88	260	6	3	37
New York	2,437	266	3,479	308	275	2,450
North Carolina	1,165	140	525	15	18	100
North Dakota	105	24	64	67	22	74
Ohio	1,407	253	616	47	90	134
Oklahoma	393	171	1,114	8	1	70
Oregon	683	398	1,407	8	9	35
Pennsylvania	2,339	290	2,136	55	82	564
Rhode Island	891	309	146	0	9	46
South Carolina	83	40	144	0	7	11
South Dakota	24	26	79	18	26	72
Tennessee	802	371	453	9	2	45
Texas	4,291	1,098	7,418	140	55	750
Utah	1,408	166	653	144	0	117
Vermont	205	14	14	1	0	15
Virginia	1,731	263	1,930	26	21	139
Washington	3,312	967	2,500	59	62	412
West Virginia	16	14	20	8	6	14
Wisconsin	172	700	312	13	9	135
Wyoming	0	6	13	0	5	3
Guam	0	0	17	0	0	0
Other and Unknown	0	0	0	0	0	0
TOTAL	52,276	15,403	73,321	3,012	1,701	12,326

[a] Total includes other countries of citizenship not shown, generally

Note: Figures for FY 85 are based on documents from the refugee (form
October 15, 1985 and may not include information on all refugee

Source: Office of Refugee Resettlement, Report to Congress, January 3

TE OF INITIAL RESETTLEMENT FY 83 THROUGH FY 85

TIZENSHIP

Romania	USSR	Ethiopia	Afghanistan	Iran	Iraq	Total[a]
18	5	56	36	16	0	836
5	1	0	7	7	0	89
191	1	242	24	36	0	3,233
7	1	0	0	8	13	510
3,673	728	1,425	2,462	3,523	416	59,587
38	10	86	81	57	3	2,033
245	44	37	38	55	5	2,610
7	1	2	7	9	0	58
42	4	334	107	59	0	1,453
253	50	179	69	163	2	4,792
51	14	236	154	142	1	3,633
0	0	2	28	0	0	962
69	0	3	0	11	0	1,014
1,616	130	321	142	197	525	9,351
59	10	16	32	26	7	912
8	0	8	3	20	0	1,535
17	0	4	44	31	0	2,125
45	2	46	25	10	1	806
17	2	20	21	25	0	2,648
5	3	0	172	26	0	1,016
147	31	333	159	298	5	3,376
68	186	141	33	120	14	7,748
626	36	124	34	74	859	3,623
127	30	199	80	66	0	5,238
7	0	11	4	7	0	369
124	12	296	59	44	1	2,750
4	0	5	5	1	0	118
4	0	5	112	4	1	571
22	5	124	57	89	3	1,023
4	0	0	10	6	0	416
260	80	104	198	142	9	2,982
16	2	11	15	15	0	711
2,664	1,132	475	1,366	631	21	15,817
46	3	41	45	20	0	2,135
107	0	38	0	11	2	519
436	31	166	19	59	7	3,277
45	0	18	15	92	5	1,935
403	11	97	48	59	0	3,164
189	128	215	65	94	12	6,240
5	11	8	1	8	0	1,439
14	0	9	12	13	0	335
63	0	70	14	8	2	439
21	1	54	49	44	14	1,867
476	42	756	230	525	43	15,874
43	5	1	9	45	2	2,612
8	0	2	0	3	0	263
50	2	169	857	141	30	5,371
138	14	272	92	97	2	7,959
5	0	1	8	2	0	99
5	13	32	29	28	0	1,461
0	0	0	29	1	0	57
0	0	0	0	0	0	36
2	1	0	0	0	0	4
12,495	2,782	6,794	7,106	7,168	2,005	199,028

intries with smaller numbers of arrivals.

ly ACVA) data center, ICM, and other federal agencies available as of
in the categories reported.

1984, and Office of Refugee Resettlement, FY 84 and FY 85 statistics.

ESTIMATED COSTS OF REFUGEE MOVEMENT TO AND RESETTLEMENT IN THE U.S., FY 84 THROUGH FY 86

(dollars in millions)

Agency	FY 84 Program Total Cost	FY 85 Program Total Cost	FY 86		
			FY 86 Arrivals	Prior Arrivals	FY 86 Total
DEPARTMENT OF STATE					
Bureau for Refugee Programs					
Volags' Services Overseas	$ 17.0	$ 16.0	$15.0	$ ---	$ 15.0
Language/Orientation Programs Overseas	13.4	18.2	18.3	---	18.3
Transportation Loans	37.8	29.0	36.3	---	36.3
Reception and Placement Agreements	37.8	40.8	60.5	---	60.5
Subtotal	$106.0	$103.2	$130.1	---	130.1
DEPARTMENT OF HEALTH AND HUMAN SERVICES					
Office of Refugee Resettlement a/ b/					
State Administered Programs	494.7	425.5	91.4	208.3	299.7
Voluntary Agency Programs	4.0	4.0	2.0	---	2.0
Preventive Health	4.4	8.4	9.0	---	9.0
Federal Administration	6.5	6.5	5.9	---	5.9
Subtotal	$509.6	$444.4	$108.3	$208.3	$316.6
Other HHS c/					
Aid to Families With Dependent Children	91.0	$70.6	9.7	49.5	59.2
Medicaid	52.5	45.2	6.3	37.6	43.9
Supplemental Security Income	11.8	8.2	1.3	5.7	7.0
Subtotal	$155.3	$124.0	$17.3	$ 92.8	$110.1
DEPARTMENT OF AGRICULTURE c/					
Food Stamps	$152.5	26.7	$ 25.9	$ 99.8	$125.7
GRAND TOTAL	$923.4	$798.3	$281.6	$400.9	$682.5

a/ Includes funds for refugee assistance only. Cuban/Haitian entrant funds that are appropriated for used by ORR not included.

b/ Includes carry over FY 1984 T.A. funds (part of the State administered program of $39.0 million).

c/ Includes cost estimates only for refugees' first 36 months in the U.S.

Source: Office of the U.S. Coordinator for Refugee Affairs, Proposed Refugee Admissions and Allocations for Fiscal Year 1986.

U.S. CONTRIBUTIONS TO INTERNATIONAL REFUGEE ASSISTANCE, FY 85 AND FY 86

	FY 85 Estimate as of 8/85	FY 86 Appropriation Request
United Nations High Commissioner for Refugees (UNHCR)		
Africa	52,500,000 a/	42,000,000
East Asia: Indochinese	17,450,000	12,700,000
East Asia: Anti-Piracy Program	5,000,000	1,000,000
East Asia: Orderly Departure Program	800,000	800,000
Latin America	12,000,000	12,500,000
Near East and South Asia:		
Pakistan	19,500,000 b/	17,000,000
UNHCR Subtotal	107,250,000	86,000,000
United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)	75,000,000 c/	67,000,000
Refugees Resettling in Israel	15,000,000	12,500,000
International Committee of The Red Cross (ICRC)		
Ordinary Budget	2,000,000	2,000,000
Africa	18,500,000 d/	6,500,000
East Asia: Khmer Relief	2,000,000 e/	2,000,000
Latin America	3,000,000	3,200,000
Near East and South Asia:		
Pakistan	726,000	1,200,000
ICRC Subtotal	26,226,000	14,900,000
Other		
Africa: Special Projects	4,000,000	2,500,000
Africa: Local Settlement	9,000,000	---
Africa: Emergency	3,500,000	---
East Asia: Khmer Relief		
UN Border Relief Operation (UNBRO)	11,500,000 f/	9,500,000
Other	500,000	500,000
Near East and South Asia:		
Pakistan	2,174,000 b/	1,800,000
Intergovernmental Committee for Migration (ICM)	5,000,000	5,000,000
Other Subtotal	35,674,000	19,300,000
Administration g/	8,150,000	7,880,000
SUBTOTAL: REFUGEE PROGRAM	267,300,000	207,580,000
Other Assistance		
Food for Peace (PL-480, Title II) h/	150,000,000	150,000,000
GRAND TOTAL	417,300,000	357,580,000

a/ Includes $10.5 million from the Emergency Refugee and Migration Assistance Fund (ERMA).
b/ Does not include rupee contributions equivalent to $3 million for UNHCR and $750,000 for the ICRC for FY 1985 and similar amounts in FY 1986.
c/ Includes $8 million from ERMA.
d/ Includes $12 million from ERMA.
e/ Includes $500,000 from ERMA.
f/ Includes $1.5 million from ERMA.
g/ Portions of these funds are associated with the costs of the U.S. refugee admissions program.
h/ Estimate as of 8/25/85.

Source: Office of the U.S. Coordinator for Refugee Affairs, Proposed United States Refugee Admissions and Allocations for Fiscal Year 1986.

Note: The FY 86 migration and refugee assistance appropriation, which includes most of the items in this table, is still under consideration by the Congress. Programs are operating under a temporary continuing resolution.

INDOCHINESE REFUGEE PROGRAM
AS OF SEPTEMBER 30, 1985 AND FY 85 CUMULATIVE

ARRIVALS IN SOUTHEAST ASIA	Sept. 1985	Sept. 1984	FY 85 Cumul.	FY 84 Cumul.	Cumulative Since April 1975
Total Boat	1,164	2,540	23,815	26,097	624,119
Total Land	1,031	1,445	17,870	18,082	570,024
Total Direct (includes ODP)	1,971	2,746	26,793	28,340	482,005
Total Arrivals	4,166	6,731	68,478	72,519	1,676,148
RESETTLEMENT IN THE UNITED STATES					
Vietnamese: Boat and Land	2,943	1,861	24,232	18,121	343,134
Direct to U.S. 1975	0	0	0	0	123,000
Direct (ODP)	81	509	1,225	6,697	21,443
Subtotal	3,024	2,370	25,457	24,818	487,577
Khmer	2,148	1,672	19,097	19,851	128,659
Lao	536	366	3,472	4,538	92,673
Highlanders	28	735	1,944	2,753	56,685
Total Departures to the U.S.	5,736	5,143	49,970	51,960	765,431
RESETTLEMENT IN THIRD COUNTRIES					
Direct to PRC 1977-1979	0	0	0	0	263,000
Direct (ODP)	940	1,592	12,909	15,632	54,511
From First Asylum and RPC's	1,684	1,854	17,625	22,716	400,758
Total Departures to Other Countries	2,624	3,446	30,534	38,348	718,268
TOTAL RESET. IN U.S. AND THIRD COUNTRIES	8,360	8,589	80,504	90,308	1,483,699
ADDITIONAL DEPARTURES					
Voluntary Repatriation	0	0	300	282	4,453
Voluntary Relocation/Other	19	3	195	329	43,658
Total Additional Departures	19	3	495	611	48,111

SEPTEMBER 30, 1985 POPULATION:	Indochinese Refugees in First Asylum		152,466
	Indochinese Refugees/Dependents in ESL/CO Training		
	Bataan	15,333	
	Galang	2,689	
	Phanat Nikom	5,495	
	Total		23,517
	ODP Refugees in Transit in Bangkok		282
Total Indochinese Refugee Camp Population			176,265

Total Indochinese Refugee Camp Population on September 30, 1984: 181,390

Total number of Indochinese admitted into the U.S. in non-refugee status this fiscal year is: 3,975 (289 first asylum/3,686 ODP)

Source: Bureau for Refugee Programs/U.S Department of State

Resources

REFUGEE REPORTS, VOLUME VI INDEX

The following index covers Refugee Reports, Vol. VI (January 25, 1985 to December 13, 1985). Items in the Update section on the first two pages of this issue are not included in the index.

Single copies of back issues of Refugee Reports are available for $2.50 each for postage and handling from the editorial office in Washington, D.C.

AFRICA
* INS continues extended voluntary departure for Ugandans (update) VI 5
* INS continues extended voluntary departure for Ugandans (update) VI 11
* STORM: Somali, Tigray, Oromo Resistance Monitor (quarterly journal) VI 3

AMERASIANS
* Foster Care Program Gives Security and Hope to Refugee Children and Adolescents on Their Own VI 11
* International Institute of St. Louis Assists Mothers of Amerasian Children VI 5
* New Orderly Departure Program Developments Cause Concern VI 8

ARTS
* "Newcomer": Play Dramatizes Arrival of Vietnamese Refugee in American High School VI 3

ASSISTANCE
* Chicago Agencies to Undertake Resettlement Demonstration Project VI 1
* Congress Moves on Refugee Act Reauthorization VI 6

BUDGET
* Administration's FY 86 Budget Proposals Suggest Lowered Refugee Admissions, Support Lungren Amendment VI 2
* Congressional Budget Action Threatens U.S. Role in Refugee Care VI 8
* Estimated Costs of Refugee Movement to and Resettlement in the U.S., FY 85 through FY 86 (table) VI 12
* Federal judge orders administration to obligate FY 85 targeted assistance funds (update) VI 11
* Federal judge orders release of targeted assistance funds to states (update) VI 10
* President's Proposed FY 86 Refugee Admission Ceiling Raises Objections VI 10
* Refugee assistance appropriation for FY 86 in Congress (update) VI 9
* Refugee funds in short-term continuing resolution (update) VI 10

- $344.7 Million in Refugee Funds in Appropriation Bill Sent to Full Senate VI 11
- U.S. Contributions to International Refugee Situations, FY 85 and FY 86 (table) VI 12

CAMBODIA/REFUGEES FROM CAMBODIA
- AFSC Sponsors Conference on Cambodian Mental Health VI 6
- *Cambodian Families in a Refugee Processing Center: Parental Attitudes and Childrearing Practices*, U.S. Catholic Conference (study) VI 7
- Cambodian Women's Project in New York VI 5
- Cambodians in Thailand being moved to Site 2 near border (update) VI 8
- Completion of Khao I Dang Processing and Expected Repatriation of Border Cambodians Draw Concern VI 6
- Computer Survey of Denied Cambodian Cases Raises Questions about Review Process VI 11
- Events in Thailand Raise Concerns about Future of Refugees from Laos, Cambodia VI 2
- House approves aid for noncommunist Cambodian groups (update) VI 7
- "House of the Spirit: Perspectives on Cambodian Health Care," American Friends Service Committee (video) VI 6
- Malaysia to resettle Cambodian Muslims from Khao I Dang (update) VI 10
- President's Proposed FY 86 Refugee Admission Ceiling Raises Objections VI 10
- Problems of Cambodians in Thailand Addressed by Congress VI 8
- Secretary of State Shultz visits Thai-Cambodian border (update) VI 7
- "The Survival of Sontheary Sou" (video) VI 5
- Thai government expected to implement protective measures for "land Vietnamese" and Cambodians (update) VI 11
- $344.7 Million in Refugee Funds in Appfopriation Bill Sent to Full Senate VI 11
- Unregistered Cambodians at Khao I Dang issued temporary food cards (update) VI 10
- Vietnamese, Cambodian Refugees Becoming Citizens at Higher Than Average Rates VI 9

CAMPS (REFUGEE) AND REFUGEE PROCESSING CENTERS
- Malaysia to resettle Cambodian Muslims from Khao I Dang (update) VI 10
- *Passage: A Journal of Refugee Resettlement* VI 10
- Simulated U.S. High Schools Orient Refugee Adolescents VI 10
- "Teaching for Tomorrow," Center for Applied Linguistics (video) VI 10
- Thai government expected to implement protective measures for "land Vietnamese" and Cambodians (update) VI 11
- Unregistered Cambodians at Khao I Dang issued temporary food cards (update) VI 10

CENTRAL AMERICA/CENTRAL AMERICANS
- *Aiding the Desplazados of El Salvador: The Complexity of Humanitarian Assistance*, U.S. Committee for Refugees (issue paper) VI 1
- Centers Provide Documentation for Central American Asylum Claims VI 8
- Church World Service Advocates Rights for Central American First-Asylum Seekers VI 9
- *Directory of Central America Organizations*, Central America Resource Center VI 8
- "Guatemala, I Carry Your Name," Oxfam America (slide-tape show) VI 8
- Honduran soldiers attack Salvadorans in UNHCR camp (update) VI 9
- *Honduras: A Crisis on the Border*, Lawyers Committee for International Human Rights (report) VI 2
- ICM Initiates Facilities for Returnees to El Salvador VI 2
- *In Search of Refuge*, Yvonne Dilling (book) VI 4
- Sanctuary Moves to the Cities VI 9
- Senate committee votes out Moakley/DeConcini legislation (update) VI 10
- *Sourcebook on Central American Refugee Policy: A Bibliography with Subject and Country Index*, Central America Resource Center VI 8
- State Department, Rep. Moakley Debate Merits of Salvadoran Stay of Deportation VI 8
- Statistical Evidence Indicates Many Salvadorans in U.S. Flee from Violence VI 8

CIVIL RIGHTS/COMMUNITY RELATIONS
- National Project to Protect Rights of Refugees in the U.S. VI 1
- Philadelphia Neighborhood Human Relations Project Addresses Ethnic Conflict VI 4
- Project Teaches New York Refugees Urban Skills, Develops Ties With Community Resources VI 1

CONGRESS
- Administration Consultation with Congress on FY 86 Refugee Admissions Expected VI 9
- Congress Moves on Refugee Act Reauthorization VI 8
- Congressional Budget Action Threatens U.S. Role in Refugee Care VI 8
- Congressional Committees and Subcommittees with Refugee Interests; Ninety-ninth Congress (list) VI 4
- Hearings begin on Simpson immigration reform bill (update) VI 8
- House appropriations bill calls for audits of UNHCR (update) VI 5
- House approves aid for noncommunist Cambodian groups (update) VI 7
- House Holds Hearing on Refugee Act Reauthorization VI 4
- House Judiciary Committee passes Refugee Act reauthorization bill (update) VI 8
- Immigration reform bill introduced by Cong. Roybal (update) VI 1
- Immigration reform taken up by Congress (update) VI 9
- Legislation Concerning Refugees Introduced in the 99th Congress (chart) VI 7
- ORR Reports to Congress VI 4
- President's Proposed FY 86 Refugee Admission Ceiling Raises Objections VI 10
- Problems of Cambodians in Thailand Addressed by Congress VI 8
- Refugee Act reauthorization bill introduced (update) VI 3
- Refugee assistance appropriation for FY 86 in Congress (update) VI 9
- Refugee funds in short-term continuing resolution (update) VI 10
- Sen. Simpson expected to introduce immigration reform bill (update) VI 4
- Senate committee votes out Moakley/DeConcini legislation (update) VI 10
- Senate passes declaration on handling defectors after Soviet seaman returned to ship (update) VI 11
- Senators Call for Removal of Refugee Coordinator Douglas VI 6
- State Department, Rep. Moakley Debate Merits of Salvadoran Stay of Deportation VI 8

- Tax Simplification Plan Could Sharply Affect Charitable Giving VI 2
- $344.7 Million in Refugee Funds in Appropriation Bill Sent to Full Senate VI 11
- U.S. Groups Seek Release of Vietnamese Re-Education Camp Prisoners VI 3
- Volags Study Reagan Tax Plan VI 9

CUBANS/HAITIANS
- Adaptation of 1980 Cuban and Haitian Refugees Assessed in Report VI 11
- *The Children of Mariel: From Shock to Integration*, Helga Silva (book) VI 10
- *Coping with Adolescent Refugees: The Mariel Boatlift*, Jose Szapocznik, Raquel E. Cohen, Roberto E. Hernandez, ed. (book) VI 8
- Court Rules against Mariel Prisoners VI 8
- Cuba cancels immigration agreement with the U.S. (update) VI 5
- First of "excludable" Cubans deported (update) VI 2
- *Haiti: Amnesty International Briefing* (report) VI 4
- Haitians tossed overboard by crew, survivors found by Coast Guard, as interdictions increase (update) VI 11
- *In America and in Need: Immigrant, Refugee, and Entrant Women*, Abby Spero (book) VI 5
- Justice Department Funds Resettlement of Haitian Entrants VI 7
- Mariel Cubans Present Unique Mental Health Care Challenge VI 6
- Mariel Cubans to Adjust Status VI 2
- Mariel Deportation Controversy Continues VI 3
- Suit to stop government interdiction of Haitians dismissed (update) VI 2
- Supreme Court Rules in Jean v. Nelson VI 7
- U.S. Court of Appeals lifts ruling barring deportation of "excludable" Mariel Cubans (update) VI 1
- U.S. Visas issued in Havana (update) VI 4

ECONOMIC DEVELOPMENT/TECHNICAL ASSISTANCE
- National Project Builds Refugee Women's Independence VI 5

EDUCATION
- *The Children of Mariel: From Shock to Integration*, Helga Silva (book) VI 10
- "Fitting In" and "Pain and Promise" and *From Laos to the Midwest*, videos and accompanying guide VI 10
- *Lifelines*, Regents Publishing Company (ESL textbook series) VI 10
- *Materials for Indochinese Students: An Annotated Bibliography*, Los Angeles County Office of Education VI 10
- ORR-Funded Technical Assistance Works to Standardize ESL Instruction VI 10
- *Passage: A Journal of Refugee Resettlement* VI 10
- Simulated U.S. High Schools Orient Refugee Adolescents VI 10
- Study Shows Boat Refugees' Children Achieve Academic Success VI 10
- "Teaching for Tomorrow," Center for Applied Linguistics (video) VI 10
- Videotapes for refugee physicians retraining to enter American health professions, Asian Community Mental Health Service VI 7

EMPLOYMENT
- Illinois MAA Project Employs Secondary Wage Earners VI 5
- Videotapes for refugee physicians retraining to enter American health professions, Asian Community Mental Health Service VI 7

ENGLISH AS A SECOND LANGUAGE (ESL)
- *Lifelines*, Regents Publishing Company (ESL textbook series) VI 10
- ORR-Funded Technical Assistance Works to Standardize ESL Instruction VI 10
- *Passage: A Journal of Refugee Resettlement* VI 10
- Pre-entry Training Found to Aid Indochinese Refugee Resettlement VI 1
- Simulated U.S. High Schools Orient Refugee Adolescents VI 10
- *Teaching Refugee Women*, International Refugee Center of Oregon (ESL curriculum guide) VI 5

HEALTH/MENTAL HEALTH
- AFSC Sponsors Conference on Cambodian Mental Health VI 6
- Cambodian Women's Project in New York VI 5
- "Domestic Violence" (video) VI 5
- *Coping with Adolescent Refugees: The Mariel Boatlift*, Jose Szapocznik, Raquel E. Cohen, Roberto E. Hernandez, ed. (book) VI 8
- Experience with Refugees Brings Changes in Health Care Professions VI 7
- Family Planning Slide Show, Planned Parenthood Association of Portland, Oregon VI 6
- Federal Agencies Announce Refugee Mental Health Assistance Program VI 6
- Hmong Warned of Lead-Poisoning Risk VI 7
- "House of the Spirit: Perspectives on Cambodian Health Care," American Friends Service Committee (video) VI 6
- International Institute of St. Louis Assists Mothers of Amerasian Children VI 5
- Mariel Cubans Present Unique Mental Health Care Challenge VI 6
- Mental Health Care System Works to Meet Needs of Southeast Asian Refugees VI 6
- *Mental Health Issues for Indochinese Refugees*, National Institute of Mental Health (annotated bibliography) VI 6
- Minnesota Plans Torture Treatment Center VI 7
- *Southeast Asian Mental Health: Treatment, Prevention, Services, Training and Research*, National Institute of Mental Health (source book) VI 6
- *The Universal Childbirth Picture Book*, Women's International Network (book) VI 5
- Videotapes for refugee physicians retraining to enter American health professions, Asian Community Mental Health Service VI 7

HMONG (SEE LAOS/REFUGEES FROM LAOS)

IMMIGRATION AND NATURALIZATION SERVICE (INS)
- Computer Survey of Denied Cambodian Cases Raises Questions about Review Process VI 11
- Court Rules against Mariel Prisoners VI 8
- Draft of Proposed Asylum Regulations Draws Criticism VI 9
- Haitians tossed overboard by crew, survivors found by Coast Guard, as interdictions increase (update) VI 11
- INS continues extended voluntary departure for Poles (update) VI 7
- INS continues extended Voluntary departure for Ugandans (update) VI 5
- INS continues extended Voluntary departure for Ugandans (update) VI 11

* INS names Delia Combs assistant commissioner for Refugees, Asylum and Parole (update) VI 4
* INS offices to suspend final approval of asylees' adjustment of status applications (update) VI 6
* Mariel Cubans to Adjust Status VI 2
* Mariel Deportation Controversy Continues VI 3
* Massachusetts and New York City Clarify Relations with Aliens, INS VI 11
* Panel Critiques Information-Gathering on Refugees and Immigration VI 7
* Sanctuary Moves to the Cities VI 9
* Senate passes declaration on handling defectors after Soviet seaman returned to ship (update) VI 11
* Supreme Court Rules in Jean v. Nelson VI 7
* Vietnamese, Cambodian Refugees Becoming Citizens at Higher Than Average Rates VI 9

INTERNATIONAL ACTIVITIES
* Australia announces projected 1985/86 refugee admissions (update) VI 9
* Cambodians in Thailand being moved to Site 2 near border (update) VI 9
* Canada Increases Refugee Admission Levels for 1985 VI 1
* Caritas withdrawing from management of Hong Kong's Jubilee refugee camp (update) VI 4
* Conference Panel Discusses Programs for Refugee Women VI 5
* Honduran soldiers attack Salvadorans in UNHCR camp (update) VI 9
* House appropriations bill calls for audits of UNHCR (update) VI 5
* Human Rights Monitors Critique State Department Country Reports VI 9
* ICM Initiates Facilities for Returnees to El Salvador VI 2
* Nairobi Conference on Women's Decade to Consider Refugee Issues VI 5
* Pirate Attacks on Vietnamese Boat People Continue VI 1
* Refugee Women: A Forgotten Majority VI 5
* Report Urges Fairness, Efficiency in Canadian Refugee Determination VI 7
* Roundtable on Refugee Women Held in Geneva VI 5
* Seminar on refugee women held in Holland (update) VI 6
* State Department Reports on Human Rights Practices VI 4
* Thai government begins screening of Lao, but pushbacks continue (update) VI 8
* UN Relief and Works Agency for Palestine Refugees in the Near East announces spending cuts (update) VI 3

LAOS/REFUGEES FROM LAOS (INCLUDING HMONG)
* Events in Thailand Raise Concerns about Future of Refugees from Laos, Cambodia VI 2
* "Fitting In" and "Pain and Promise" and From Laos to the Midwest, videos and accompanying guide VI 10
* Hmong Warned of Lead-Poisoning Risk VI 7
* Political persecution, "reeducation" in Laos (update) VI 7
* Thai government begins screening of Lao, but pushbacks continue (update) VI 8

MEETINGS AND CONFERENCES
* AFSC Sponsors Conference on Cambodian Mental Health VI 6
* Conference Held on Refugee Women in Philadelphia VI 5
* Conference Panel Discusses Programs for Refugee Women VI 5
* Nairobi Conference on Women's Decade to Consider Refugee Issues VI 5
* Roundtable on Refugee Women Held in Geneva VI 5
* "Southeast Asian Refugees in the U.S.--The First Decade" (conference) VI 10

MIDDLE EAST AND SOUTH ASIA
* Afghan Refugees: Five Years Later, U.S. Committee for Refugees (issue paper) VI 1
* Iranian Refugees: The Many Faces of Persecution, U.S. Committee for Refugees (issue paper) VI 1
* UN Relief and Works Agency for Palestine Refugees in the Near East announces spending cuts (update) VI 3

MISCELLANEOUS
* Experience with Refugees Brings Changes in Health Care Professions VI 7
* Minnesota Plans Torture Treatment Center VI 7
* Refugees Help Restore Statue of Liberty VI 4
* Social Work Profession Responds to Refugee Resettlement Experience VI 3

MUTUAL ASSISTANCE ASSOCIATIONS (MAA)
* Illinois MAA Project Employs Secondary Wage Earners VI 5
* Valuational Guide for Donated Goods, Goodwill Industries of America (brochure) VI 3

OFFICE OF REFUGEE RESETTLEMENT (ORR)/HEALTH AND HUMAN SERVICES (HHS)
* Administration's FY 86 Budget Proposals Suggest Lowered Refugee Admissions, Support Lungren Amendment VI 2
* Federal Agencies Announce Refugee Mental Health Assistance Program VI 6
* Federal judge orders administration to obligate FY 85 targeted assistance funds (update) VI 11
* Federal judge orders release of targeted assistance funds to states (update) VI 10
* House Holds Hearing on Refugee Act Reauthorization VI 4
* ORR final notice of availability of Fish-Wilson funds (update) VI 6
* ORR Reports to Congress VI 4
* Panel Critiques Information-Gathering on Refugees and Immigration VI 7

ORDERLY DEPARTURE PROGRAM (ODP)
* New Orderly Departure Program Developments Cause Concern VI 8
* U.S. and Vietnam hold annual ODP talks in Geneva (update) VI 10
* ODP flights held in Bangkok due to conjunctivitis outbreak (update) VI 1

ORGANIZATIONS/AGENCIES (SEE ALSO ORR/HHS, INS, STATE/BRP, VOLUNTARY AGENCIES, HEALTH, RESETTLEMENT/PROGRAMS, ETC.)
* Caritas withdrawing from management of Hong Kong's Jubilee refugee camp (update) VI 4
* Coalition Initiates Fundraising Drive to Combat Pirate Attacks on Boat People VI 2
* Conference Panel Discusses Programs for Refugee Women VI 5
* Federal Agencies Announce Refugee Mental Health Assistance Program VI 6
* ICM Initiates Facilities for Returnees to El Salvador VI 2
* InterAction Committee on Migration and Refugee Affairs names new chairman (update) VI 3
* Justice Department Funds Resettlement of Haitian Entrants VI 7
* Lutheran Immigration and Refugee Service director retires (update) VI 3
* Refugees Help Restore Statue of Liberty VI 4
* U.S. Groups Seek Release of Vietnamese Re-Education Camp Prisoners VI 3
* University Women Befriend Refugees VI 5
* Valuational Guide for Donated Goods, Goodwill Industries of America (brochure) VI 3
* Voluntary Agencies Combine Forces in New Organization VI 2

PIRACY
* Coalition Initiates Fundraising Drive to Combat Pirate Attacks on Boat People VI 2
* Pirate Attacks on Vietnamese Boat People Continue VI 1

POLICY/LAW
* The Asylum Challenge to Western Nations, U.S. Committee for Refugees (issue paper) VI 1
* Centers Provide Documentation for Central American Asylum Claims VI 8
* Clamor at the Gates: The New American Immigration, Nathan Glazer, ed. (book) VI 11
* Congress Moves on Refugee Act Reauthorization VI 6
* Court Rules against Mariel Prisoners VI 8
* Draft of Proposed Asylum Regulations Draws Criticism VI 9
* The Hundred Percent Challenge: Building a National Institute of Peace, Charles Duryea Smith, ed. (book, includes "Reflections on Social Justice and Migration," essay by Ronald S. Scheinman) VI 7
* Immigration: Process and Policy, Thomas Alexander Aleinikoff and David A. Martin (law textbook) VI 11
* Latin Migration North: The Problem for U.S. Foreign Policy, Michael S. Teitelbaum (book) VI 11
* Mariel Cubans Present Unique Mental Health Care Challenge VI 6
* Mariel Cubans to Adjust Status VI 2
* Massachusetts and New York City Clarify Relations with Aliens, INS VI 11
* National Project to Protect Rights of Refugees in the U.S. VI 1
* Report Urges Fairness, Efficiency in Canadian Refugee Determination VI 7
* Sanctuary Moves to the Cities VI 9
* State Department, Rep. Moakley Debate Merits of Salvadoran Stay of Deportation VI 8
* Statistical Evidence Indicates Many Salvadorans in U.S. Flee from Violence VI 8
* Supreme Court Rules in Jean v. Nelson VI 7
* U.S. names panel to review Indochinese refugee situation (update) VI 10
* Without Justice for All: The Constitutional Rights of Aliens, Elizabeth Hull (book) VI 8

PUBLIC OPINION
* Survey Finds Ignorance, but Sympathy, Concerning Refugees in Massachusetts VI 11

REFUGEE PROCESSING
* Completion of Khao I Dang Processing and Expected Repatriation of Border Cambodians Draw Concern VI 4
* Computer Survey of Denied Cambodian Cases Raises Questions about Review Process VI 11
* Problems of Cambodians in Thailand Addressed by Congress VI 8
* Report Urges Fairness, Efficiency in Canadian Refugee Determination VI 7

RESEARCH
* Adaptation of 1980 Cuban and Haitian Refugees Assessed in Report VI 11
* Computer Survey of Denied Cambodian Cases Raises Questions about Review Process VI 11
* Discovering Databases about Refugees VI 1
* How Do Immigrants Affect Us Economically?, Julian L. Simon (study) VI 7
* In America and in Need: Immigrant, Refugee, and Entrant Women, Abby Spero (book) VI 5
* Mental Health Care System Works to Meet Needs of Southeast Asian Refugees VI 6
* Panel Critiques Information-Gathering on Refugees and Immigration VI 7
* Refugee Mothers and Daughters: Plans and Aspirations VI 5
* Southeast Asian Mental Health: Treatment, Prevention, Services, Training and Research, National Institute of Mental Health (source book) VI 6
* Statistical Evidence Indicates Many Salvadorans in U.S. Flee from Violence VI 8
* Survey Finds Ignorance, but Sympathy, Concerning Refugees in Massachusetts VI 11
* Survey Highlights Volag Services for Refugee Women VI 5

RESETTLEMENT/ADJUSTMENT AND ACCULTURATION
* AFSC Sponsors Conference on Cambodian Mental Health VI 6
* Experience with Refugees Brings Changes in Health Care Professions VI 7
* Mariel Cubans Present Unique Mental Health Care Challenge VI 6
* Mental Health Care System Works to Meet Needs of Southeast Asian Refugees VI 6
* "Newcomer": Play Dramatizes Arrival of Vietnamese Refugee in American High School VI 3
* The Newcomer's Guides, Federation of Jewish Philanthropies of New York Russian-English booklets VI 7
* "One of Many: Dr. Nhan" (film and video) VI 5
* Philadelphia Neighborhood Human Relations Project Addresses Ethnic Conflict VI 4
* Project Teaches New York Refugees Urban Skills, Develops Ties With Community Resources VI 1
* Study Shows Boat Refugees' Children Achieve Academic Success VI 10
* "The Survival of Sontheary Sou" (video) VI 5
* University Women Befriend Refugees VI 5
* Vietnamese, Cambodian Refugees Becoming Citizens at Higher Than Average Rates VI 9

RESETTLEMENT/ADMISSIONS AND NUMBERS
* Actual refugee arrivals for first seven months of FY 85 compared to approved FY 85 ceilings (update) VI 6
* Administration Consultation with Congress on FY 86 Refugee Admissions Expected VI 9
* Administration's FY 86 Budget Proposals Suggest Lowered Refugee Admissions, Support Lungren Amendment VI 2
* Canada Increases Refugee Admission Levels for 1985 VI 1
* Congressional Budget Action Threatens U.S. Role in Refugee Care VI 8
* FY 85 refugee admissions ceilings reallocated (update) VI 8

- House Holds Hearing on Refugee Act Reauthorization VI 4
- President's Proposed FY 86 Refugee Admission Ceiling Raises Objections VI 10
- Refugee Admissions Ceiling Set at 67,000 for FY 86 VI 11

RESETTLEMENT/PROGRAMS

- Chicago Agencies to Undertake Resettlement Demonstration Project VI 1
- Conference Held on Refugee Women in Philadelphia VI 5
- Congress Moves on Refugee Act Reauthorization VI 4
- Foster Care Program Gives Security and Hope to Refugee Children and Adolescents on Their Own VI 11
- House Holds Hearing on Refugee Act Reauthorization VI 4
- House Judiciary Committee passes Refugee Act reauthorization bill (update) VI 5
- Illinois MAA Project Employs Secondary Wage Earners VI 5
- Justice Department Funds Resettlement of Haitian Entrants VI 7
- National Project Builds Refugee Women's Independence VI 5
- ORR final notice of availability of Fish-Wilson funds (update) VI 6
- Project Teaches New York Refugees Urban Skills, Develops Ties With Community Resources VI 1
- Social Work Profession Responds to Refugee Resettlement Experience VI 1
- Survey Highlights Volag Services for Refugee Women VI 5

RESETTLEMENT/STUDIES

- Adaptation of 1980 Cuban and Haitian Refugees Assessed in Report VI 11
- The Children of Mariel: From Shock to Integration, Helga Silva (book) VI 10
- ORR Reports to Congress VI 4
- Pre-entry Training Found to Aid Indochinese Refugee Resettlement VI 1
- Refugee Mothers and Daughters: Plans and Aspirations VI 9
- Refugees in the United States: A Reference Handbook, David W. Haines, ed. (book) VI 7
- Secondary Migration under Study VI 1
- Study Shows Boat Refugees' Children Achieve Academic Success VI 10

RESOURCES/GUIDES

- Afghan Refugees: Five Years Later, U.S. Committee for Refugees (issue paper) VI 1
- Aiding the Desplazados of El Salvador: The Complexity of Humanitarian Assistance, U.S. Committee for Refugees (issue paper) VI 1
- The Asylum Challenge to Western Nations, U.S. Committee for Refugees (issue paper) VI 1
- Cambodian Families in a Refugee Processing Center: Parental Attitudes and Childrearing Practices, U.S. Catholic Conference (study) VI 1
- Centers Provide Documentation for Central American Asylum Claims VI 8
- The Children of Mariel: From Shock to Integration, Helga Silva (book) VI 10
- Clamor at the Gates: The New American Immigration, Nathan Glazer, ed. (book) VI 11
- Congressional Committees and Subcommittees with Refugee Interests: Ninety-ninth Congress (list) VI 4
- Coping with Adolescent Refugees: The Mariel Boatlift, Jose Szapocznik, Raquel E. Cohen, Roberto E. Hernandez, ed. (book) VI 8
- Directory of Central America Organizations, Central America Resource Center VI 8
- Discovering Databases about Refugees VI 1
- "Domestic Violence" (video) VI 5
- Enriched by Their Presence and Survivors in a New Land: A Cambodian Family's Resettlement Story, USCC (booklets) VI 4
- Family Planning Slide Show, Planned Parenthood Association of Portland, Oregon VI 6
- Finding a Helping Hand: Low Cost Staffing Resources for Refugee Service Agencies, Church World Service directory VI 9
- "Fitting In" and "Pain and Promise" and From Laos to the Midwest, videos and accompanying guide VI 10
- "Guatemala, I Carry Your Name," Oxfam America (slide-tape show) VI 8
- The Guide to Immigration Counseling: A Step-by-Step Legal Handbook, Allan Wernick VI 11
- Haiti: Amnesty International Briefing (report) VI 4
- Honduras: A Crisis on the Border, Lawyers Committee for International Human Rights (report) VI 2
- "House of the Spirit: Perspectives on Cambodian Health Care," American Friends Service Committee (video) VI 6
- How Do Immigrants Affect Us Economically?, Julian L. Simon (study) VI 7
- Human Rights Monitors Critique State Department Country Reports VI 9
- The Hundred Percent Challenge: Building a National Institute of Peace, Charles Duryea Smith, ed. (book, includes "Reflections on Social Justice and Migration," essay by Ronald S. Scheinman) VI 7
- Immigration: Process and Policy, Thomas Alexander Aleinikoff and David A. Martin (law textbook) VI 11
- In America and in Need: Immigrant, Refugee, and Entrant Women, Abby Spero (book) VI 5
- In Search of Refuge, Yvonne Dilling (book) VI 4
- Iranian Refugees: The Many Faces of Persecution, U.S. Committee for Refugees (issue paper) VI 1
- Latin Migration North: The Problem for U.S. Foreign Policy, Michael S. Teitelbaum (book) VI 11
- Lifelines, Regents Publishing Company (ESL textbook series) VI 10
- Materials for Indochinese Students: An Annotated Bibliography, Los Angeles County Office of Education VI 10
- Mental Health Issues for Indochinese Refugees, National Institute of Mental Health (annotated bibliography) VI 6
- My Neighbor, My Ally: Perspectives on Immigration, Michael L. Budde (study) VI 11
- The Newcomer's Guides, Federation of Jewish Philanthropies of New York Russian-English booklets VI 7
- ORR Seeks Resettlement Resources VI 1
- "One of Many: Dr. Nhan" (film and video) VI 5
- Passage: A Journal of Refugee Resettlement VI 10
- The Quilting Bee, OEF Refugee Women in Development (newsletter) VI 5
- Refugees in the United States: A Reference Handbook, David W. Haines, ed. (book) VI 7
- Semey Tmay/New Times, AFSC Cambodian Women's Project (bilingual newsletter) VI 5
- STORM: Somali, Tigray, Oromo Resistance Monitor (quarterly journal) VI 3
- Sourcebook on Central American Refugee Policy: A Bibliography with Subject and Country Index, Central America Resource Center VI 8
- Southeast Asian Mental Health: Treatment, Prevention, Services, Training and Research, National Institute of Mental Health (source book) VI 8
- State Department Reports on Human Rights Practices VI 4
- "The Survival of Sontheary Sou" (video) VI 5
- "Teaching for Tomorrow," Center for Applied Linguistics (video) VI 10
- Teaching Refugee Women, International Refugee Center of Oregon (ESL curriculum guide) VI 5
- The Universal Childbirth Picture Book, Women's International Network (book) VI 5
- Valuational Guide for Donated Goods, Goodwill Industries of America (brochure) VI 3
- Videotapes for refugee physicians retraining to enter American health professions, Asian Community Mental Health Service VI 7
- Volunteer!, Council of International Educational Exchange and the Commission on Voluntary Service and Action directory VI 9
- Without Justice for All: The Constitutional Rights of Aliens, Elizabeth Hull (book) VI 8
- "Women Refugees," UNHCR (film and slide kit) VI 5

SOUTHEAST ASIA/SOUTHEAST ASIANS

- Caritas withdrawing from management of Hong Kong's Jubilee refugee camp (update) VI 4
- Enriched by Their Presence and Survivors in a New Land: A Cambodian Family's Resettlement Story, USCC (booklets) VI 4
- Events in Thailand Raise Concerns about Future of Refugees from Laos, Cambodia VI 2
- Experience with Refugees Brings Changes in Health Care Professions VI 7
- Family Planning Slide Show, Planned Parenthood Association of Portland, Oregon VI 6
- In America and in Need: Immigrant, Refugee, and Entrant Women, Abby Spero (book) VI 5
- Materials for Indochinese Students: An Annotated Bibliography, Los Angeles County Office of Education VI 10
- Mental Health Care System Works to Meet Needs of Southeast Asian Refugees VI 6
- Mental Health Issues for Indochinese Refugees, National Institute of Mental Health (annotated bibliography) VI 6
- ORR Reports to Congress VI 4
- Philadelphia Neighborhood Human Relations Project Addresses Ethnic Conflict VI 4
- Pre-entry Training Found to Aid Indochinese Refugee Resettlement VI 1
- Secondary Migration under Study VI 1
- Simulated U.S. High Schools Orient Refugee Adolescents VI 10
- Southeast Asian Mental Health: Treatment, Prevention, Services, Training and Research, National Institute of Mental Health (source book) VI 8
- "Southeast Asian Refugees in the U.S.--The First Decade" (conference) VI 10
- Study Shows Boat Refugees' Children Achieve Academic Success VI 10
- "Teaching for Tomorrow," Center for Applied Linguistics (video) VI 10

STATE DEPARTMENT/BUREAU FOR REFUGEE PROGRAMS

- Administration's FY 86 Budget Proposals Suggest Lowered Refugee Admissions, Support Lungren Amendment VI 2
- Ambassador Douglas resigns as refugee coordinator (update) VI 11
- Completion of Khao I Dang Processing and Expected Repatriation of Border Cambodians Draw Concern VI 6
- Congressional Budget Action Threatens U.S. Role in Refugee Care VI 8
- House Holds Hearing on Refugee Act Reauthorization VI 4
- Human Rights Monitors Critique State Department Country Reports VI 9
- John Whitehead, IRC president, nominated deputy secretary of state (update) VI 4
- New Orderly Departure Program Developments Cause Concern VI 8
- President's Proposed FY 86 Refugee Admission Ceiling Raises Objections VI 10
- Refugee Admissions Ceiling Set at 67,000 for FY 86 VI 11
- Secretary of State Shultz Visits Thai-Cambodian border (update) VI 7
- Senators Call for Removal of Refugee Coordinator Douglas VI 6
- State Department Reports on Human Rights Practices VI 4
- State Department, Rep. Moakley Debate Merits of Salvadoran Stay of Deportation VI 8
- U.S. Groups Seek Release of Vietnamese Re-Education Camp Prisoners VI 3
- U.S. names panel to review Indochinese refugee situation (update) VI 10

STATISTICS

- Actual Refugee Admissions to the U.S. and Ceilings on Refugee Admissions, FY 75-86 VI 12
- Actual refugee arrivals for first seven months of FY 85 compared to approved FY 85 ceilings (update) VI 6
- Asylum Cases Filed with District Directors FY 85 VI 11
- Asylum Cases Filed with District Directors FY 85 as of December 84 VI 2
- Asylum Cases Filed with District Directors FY 85 as of June 1985 VI 8
- Asylum Cases Filed with District Directors, Approved and Denied, by Nationality, June 1983 to September 1985 VI 12
- FY 85 Refugee Arrivals by State of Resettlement and Country of Origin as of March 1985 VI 5
- FY 85 Refugee Arrivals by State of Resettlement and Country of Origin as of August 31, 1985 VI 10
- Indochinese Refugee Activity, April 1975 - January 1985 VI 3
- Indochinese Refugee Activity, FY 85 as of July 31, 1985 VI 9
- Indochinese Refugee Camp Populations by Ethnic Group as of 4/30/85 VI 6
- Indochinese Refugee Program, Period Ending February 28, 1985 VI 4
- Indochinese Refugee Program as of September 30, 1985 and FY 85 Cumulative VI 12
- Panel Critiques Information-Gathering on Refugees and Immigration VI 7
- Refugee Arrivals by Country of Citizenship and State of Initial Resettlement FY 83 through FY 85 VI 12
- Refugee Arrivals by State of Resettlement and Country of Origin as of November 1984 VI 1
- Southeast Asian Refugee Arrivals by Nationality, FY 75-86 VI 12
- Southeast Asian Refugee Departures to Resettlement Countries, FY 85 and April 1975 through September 1985 Cumulative VI 12
- Southeast Asian Refugees: Estimated Cumulative State Populations Including Entries from 1975 through 5/31/85 VI 7

* Southeast Asian Refugees: Estimated Cumulative State Populations Including Entries from 1975 through September 30, 1985 VI 12

THAILAND
* Cambodians in Thailand being moved to Site 2 near border (update) VI 9
* Completion of Khao I Dang Processing and Expected Repatriation of Border Cambodians Draw Concern VI 6
* Computer Survey of Denied Cambodian Cases Raises Questions about Review Process VI 11
* Events in Thailand Raise Concerns about Future of Refugees from Laos, Cambodia VI 2
* Malaysia to resettle Cambodian Muslims from Khao I Dang (update) VI 10
* Problems of Cambodians in Thailand Addressed by Congress VI 8
* Secretary of State Shultz visits Thai-Cambodian border (update) VI 7
* Thai government begins screening of Lao, but pushbacks continue (update) VI 8
* Thai government expected to implement protective measures for "land Vietnamese" and Cambodians (update) VI 11
* $344.7 Million in Refugee Funds in Appropriation Bill Sent to Full Senate VI 11
* Unregistered Cambodians at Khao I Dang issued temporary food cards (update) VI 10

UNACCOMPANIED MINORS
* Foster Care Program Gives Security and Hope to Refugee Children and Adolescents on Their Own VI 11

UNDOCUMENTED ALIENS
* Church World Service Advocates Rights for Central American First-Asylum Seekers VI 9
* Hearings begin on Simpson immigration reform bill (update) VI 6
* Immigration reform taken up by Congress (update) VI 9
* Massachusetts and New York City Clarify Relations with Aliens, INS VI 11
* My Neighbor, My Ally: Perspectives on Immigration, Michael L. Budde (study) VI 11
* Sanctuary Moves to the Cities VI 9
* Supreme Court Rules in Jean v. Nelson VI 7

USSR AND EASTERN EUROPE/REFUGEES FROM THE USSR AND EASTERN EUROPE
* Concern Expressed for Soviet Jews VI 3
* INS continues extended voluntary departure for Poles (update) VI 7
* The Newcomer's Guides, Federation of Jewish Philanthropies of New York Russia[illegible]h booklets VI 7
* Refugee Mothers and D[illegible]ers: Plans and Aspirations VI 5

VIETNAM/REFUGEES FROM V[illegible]
* Coalition Initiates Fun[illegible]ng Drive to Combat Pirate Attacks on Boat People VI 2
* New Orderly Departure Program Developments Cause Concern VI 8
* "Newcomer": Play Dramatizes Arrival of Vietnamese Refugee in American High School VI 3
* "One of Many: Dr. Nhan" (film and video) VI 5
* Pirate Attacks on Vietnamese Boat People Continue VI 1
* President's Proposed FY 86 Refugee Admission Ceiling Raises Objections VI 10
* Refugee Mothers and Daughters: Plans and Aspirations VI 5
* Thai government expected to implement protective measures for "land Vietnamese" and Cambodians (update) VI 11
* $344.7 Million in Refugee Funds in Appropriation Bill Sent to Full Senate VI 11
* U.S. Groups Seek Release of Vietnamese Re-Education Camp Prisoners VI 3
* Vietnamese, Cambodian Refugees Becoming Citizens at Higher Than Average Rates VI 9
* Vietnamese official says re-education camp prisoners not to be released (update) VI 4

VOLUNTARY AGENCIES (VOLAGS)
* Administration Consultation with Congress on FY 86 Refugee Admissions Expected VI 9
* Chicago Agencies to Undertake Resettlement Demonstration Project VI 1
* Church World Service Advocates Rights for Central American First-Asylum Seekers VI 9
* Finding a Helping Hand: Low Cost Staffing Resources for Refugee Service Agencies, Church World Service directory VI 9
* House Holds Hearing on Refugee Act Reauthorization VI 4
* InterAction Committee on Migration and Refugee Affairs announces subcommittees (update) VI 4
* John Whitehead, IRC president, nominated deputy secretary of state(update) VI 4
* Project Teaches New York Refugees Urban Skills, Develops Ties With Community Resources VI 1
* Senators Call for Removal of Refugee Coordinator Douglas VI 6
* Survey Highlights Volag Services for Refugee Women VI 5
* Tax Simplification Plan Could Sharply Affect Charitable Giving VI 2
* Volags Study Reagan Tax Plan VI 9
* Voluntary Agencies Combine Forces in New Organization VI 2
* Volunteer!, Council of International Educational Exchange and the Commission on Voluntary Service and Action directory VI 9

WOMEN REFUGEES
* Cambodian Women's Project in New York VI 5
* Conference Held on Refugee Women in Philadelphia VI 5
* Conference Panel Discusses Programs for Refugee Women VI 5
* "Domestic Violence" (video) VI 5
* "Guatemala: I Carry Your Name" (slide show) VI 5
* Illinois MAA Project Employs Secondary Wage Earners VI 5
* In America and in Need: Immigrant, Refugee, and Entrant Women, Abby Spero (book) VI 5
* International Institute of St. Louis Assists Mothers of Amerasian Children VI 5
* Nairobi Conference on Women's Decade to Consider Refugee Issues VI 5
* National Project Builds Refugee Women's Independence VI 5
* "One of Many: Dr. Nhan" (film and video) VI 5
* The Quilting Bee, OEF Refugee Women in Development (newsletter) VI 5
* Refugee Mothers and Daughters: Plans and Aspirations VI 5
* Refugee Women: A Forgotten Majority VI 5
* Roundtable on Refugee Women Held in Geneva VI 5
* Seminar on refugee women held in Holland (update) VI 6
* Survey Highlights Volag Services for Refugee Women VI 5
* "The Survival of Sontheary Sou" (video) VI 5
* Teaching Refugee Women, International Refugee Center of Oregon (ESL curriculum guide) VI 5
* The Universal Childbirth Picture Book, Women's International Network (book) VI 5
* University Women Befriend Refugees VI 5
* "Women Refugees," UNHCR (film and slide kit) VI 5

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VIETNAM SUSPENDS ODP INTERVIEWING

Legal emigration from Vietnam was thrown into uncertainty as the Vietnamese government suspended interviewing under the Orderly Departure Program (ODP) as of January 1.

The suspension is the first to hit the program, which began under the aegis of the UN High Commissioner for Refugees (UNHCR) in 1979 and is the sole means of exit for people who wish to leave Vietnam legally. The stoppage reflects Vietnamese government dissatisfaction with an ODP backlog which, according to Vietnam, involves 60,000 people who should have already left for the United States, the leading recipient of ODP emigres.

Apparently, each of those individuals has been granted an exit visa by Vietnam, but only one-third of them have entered the ODP processing pipeline. Those who have entered are in various stages of being screened. The fact that, aside from obtaining exit visas from Vietnamese authorities, relatively few have been fully processed, or even entered processing, tempers Vietnam's claim of a backlog, according to U.S. officials. "There are several thousand people that still require documentation," commented Donald Ellson, who heads the ODP branch of the Bureau for Refugee Programs at the State Department.

Vietnam Blames ODP Backlog on U.S. The receiving countries generally have tightened their approaches to accepting people under ODP in recent years. To the displeasure of the Vietnamese government, people are rejected in instances where they don't fit the countries' national immigration priorities. According to Nguyen Dang Quang, Vietnam's First Secretary to the United Nations, the United States is responsible for the backlog that led to the suspension. The backlog, he said, "must go before there is another list."

The remark referred to the manner in which ODP applicants move through processing. Initially, that movement is controlled by the Vietnamese, who present lists of persons eligible for ODP departure to UNHCR interviewers in Ho Chi Minh City. The results of subsequent interviews of persons interested in going to the United States are forwarded to and ruled upon

IN THIS ISSUE:

The Vietnamese government has temporarily suspended further Orderly Departure Program interviewing. This month's feature looks at the reasons for the suspension and the prospects for the future of ODP..............1

- Update.................3
- Recent Developments

Gramm-Rudman law to affect refugee admissions and services; Would-be Romanian emigrants face difficulties; Arizona sanctuary trial moves slowly; Proposed bilingual-education regulations fuel controversy.................5

- Meetings and Conferences
- Resources.............15
- Statistics

Indochinese Refugee Activity, FY 86 as of November 30, 1985...................16

by consular officers with the American embassy in Bangkok.

More than 100,000 people have left Vietnam via ODP so far; more than 40 percent of them have arrived in the United States. Canada and Australia are also top receiving countries. Waits of years face those seeking to leave, and the waiting isn't easy. Once a person is granted an exit visa by Vietnam, he usually surrenders his employment and property. According to Nguyen, about half of the people in the backlog that Vietnam says it is concerned about are living in the streets of Ho Chi Minh City, while the remainder have returned to their towns and villages.

ODP Departures by Air Continue, but Future Unclear In the wake of Vietnamese action, a big question has been what would be the immediate effect on emigration. Reportedly, Air France flights were continuing to take cleared emigres from Ho Chi Minh City to Bangkok. According to State Department officials, the number of people who have cleared all processing and simply have to board flights in order to leave was approximately 2,300 in mid-January. That number could fill planes for "a couple of weeks" according to Ellson. "After that, we'll have to see," he said.

However, an international diplomatic source who tracks ODP closely took another view. The source indicated that there are enough people still in various stages of processing by the United States that it is at least conceivable that U.S.-bound departures could continue to leave for as long as one year. But the source added cautiously that "things are not often as simple as that. The number [who eventually leave] might be far fewer, depending on whether their files are able to be completed."

U.S., Vietnamese Contributions to Problem Noted At a superficial level, the current disruption of ODP may appear to be a matter of bureaucratic failure. According to one former interviewer who recently spent a year with the program in Ho Chi Minh City, responsibility rests partly with the Vietnamese because they didn't gauge the rate of their issuance of exit permits--the first thing individuals must obtain before they can leave Vietnam via ODP--to the speed of U.S. processing.

On the other hand, this source said, the United States has regularly had in its files a high number of persons whose cases are listed as "Pending Consular Review," but which are actually going unreviewed because there aren't enough consular and Joint Voluntary Agency staff to keep up with the program workload.

According to a cable that was sent last October by the U.S. embassy to UNHCR's ODP office in Ho Chi Minh City, nearly 6,000 people were in that classification as of September 1985.

Mutual Interest a Goal Unrealized Whatever the size and nature of the administrative snafus, however, they seem overshadowed by a more fundamental problem. From the start, the United States has based its participation in ODP on the principle of "reciprocity". That tenet holds that ODP

In the first three months of FY 86, October 1 through December 31, 1985, 2,273 Vietnamese who left Vietnam under the Orderly Departure Program (ODP) arrived in the United States. As of December 31, there were 4,167 ODP refugees in the refugee processing center (RPC) in Bataan, the Philippines, all of whom are likely to enter the United States during FY 86. More than 2,000 refugees and nonrefugees, whose ODP processing was complete and who were ready for flights, remained in Vietnam in January. If flights continue to take ODP participants from Vietnam, it is likely that at least half of the 2,000 will be refugees destined for the RPC in Bataan and eventual U.S. resettlement by the end of the fiscal year.

The ODP refugee admission ceiling for FY 86 is 8,500. Even if ODP processing is not resumed, there could be about 7,500 ODP refugee arrivals in the United States by the end of FY 86 if those now in the RPC and the 1,000 or so likely still to depart Vietnam are added to those who have already arrived. However, if this occurs and if processing is not resumed, no ODP refugees would be left in the pipeline for U.S. resettlement by the beginning of FY 87.

departures should reflect Vietnamese and American interests equally. However, such has rarely, if ever, been the case, as the Vietnamese primarily have used the program to send out ethnic Chinese, a population Vietnam doesn't want. In the spring of 1984, embassy staff were reporting that less than 10 percent of ODP departures were persons of interest to the United States. (See *Refugee Reports*, Vol. VI, No. 7 & 8).

In its September 1985 *World Refugee Report*, the State Department referred to the failure of reciprocity to take hold. "The United States will continue to press Hanoi to include in the [ODP] program an increasing number of persons of particular interest to us," the report stated. "Our goal is to reach complete reciprocity...with at least half of the departures coming from groups of special interest to the United States."

U.S. Initiatives on Amerasians, Re-ed Prisoners Fall Short Currently, the following are among those groups: certain relatives of U.S. residents; former South Vietnamese military and government officials; former employees of the United States; reeducation prisoners; and Amerasians--the children of U.S. servicemen and Americans once in Vietnam--and their Vietnamese partners.

To highlight the plight of the last two groups, the Reagan administration established two subprograms within its ODP ceiling for the 1985 fiscal year. Both fell short of their goals.

Vietnam presented approximately 1,000 fewer Amerasians and their relatives than could have been absorbed under the U.S. ceiling of 5,000; only a handful of persons who had served time in reeducation and had already been granted exit visas were allowed to leave. In the fall of 1984, Secretary of State George Shultz said that the United States was prepared to take as many as 10,000 prisoners over a two-year period. In FY 85, 3,823 Amerasians and accompanying relatives and 267 reeducation or former reeducation prisoners and accompanying relatives left Vietnam through the ODP program.

General Desire for ODP to Work Shared Though divided on the reciprocity issue, Vietnam and the United States are seen as wanting ODP to work. "It's not to their advantage to stop the program," the diplomatic source commented about the Vietnamese. A prolonged suspension could lead to a "whole series of problems" for Vietnam, she speculated, including an upsurge in boat people, each of whom represents "a criticism of the government."

An opportunity to rid itself of unwanted populations and a desire for improved relations with the United States have been reasons cited before by others for Vietnamese interest in ODP. Meanwhile, the United States has been clear about wanting ODP to work. "The ODP provides a safe, legal means of departure from Vietnam as an alternative to the dangerous and disorderly escape in small boats," the State Department noted in its September report.

Despite these basic positions, the aftershock of the suspension has lingered through much of January. All ODP interviewers left Ho Chi Minh City by January 17, according to the State Department. Meanwhile, a meeting among UNHCR, Vietnamese and U.S. "technical-level" officials was proposed for January 27 in Bangkok. The outcome of such a meeting could have a far-reaching effect. At the start of 1986, the names of more than 600,000 persons were in the embassy ODP application file.

This article was written by Joseph Cerquone.

Update

° On December 19, 30 Vietnamese boat people, all but two of them women and children, landed on the coast of Malaysia. They were survivors of an attack in the South China Sea by pirates who killed 50 of the refugees, the men over the age of 17, by throwing them into the sea. According to the UNHCR report of the attack, the pirates raped the women before leaving. One of the Vietnamese men survived by clinging to a floating can, reboarded the boat, and helped sail it to Malaysia. Another was picked up by a Malaysian fishing boat and taken to Malaysia. UNHCR officials called it the worst pirate attack in 1985.

On January 16, a boat with 27 Vietnamese refugees arrived in Malaysia and reported being attacked four times two days earlier. The attackers robbed the refugees, raped several women, and abducted three women, according to a UNHCR report. Another refugee boat was attacked on January 18 by a vessel identified as Thai. In this incident, four women were raped and seven men forced into the sea, but there were no abductions or deaths, as the men were able to reboard their boat after the attackers left. The 48 refugees reached an oil rig in Malaysian waters the next day and were transported to Pulau Bidong refugee camp.

° A mercy mission to rescue and assist boat people in the Gulf of Thailand this May is being planned by the French nonprofit organization, Medecins du Monde (MDM). In the United States, support for MDM's plan, which would be their fourth such undertaking, is being coordinated by S.O.S. Boat People, a San Diego-based anti-piracy organization.

MDM operated mercy missions in the Gulf of Thailand in 1979, 1981, and, most recently, May 1985, when it rescued 520 people. An S.O.S. Boat People representative, Phan Lac Thiep, emphasized at a January Vietnamese community meeting in northern Virginia that his group will be trying to raise funds from the American public to support MDM's work. They will also work to educate U.S. government officials on the need to make available 300 of the 1,200 admissions slots they are seeking worldwide for those who may be rescued.

° The population of Site 2, a border camp in Thailand for Cambodians displaced from their settlements inside Cambodia by the Vietnamese offensive a year ago, now stands at nearly 135,000. Interviewing of the more than 4,000 land Vietnamese at Site 2, which had been awaiting Thai government approval, is expected to begin this month. The United States and other resettlement countries will consider those of the Vietnamese who are within categories of eligibility established by each country. Only those within processing priorities one through five will be interviewed by the United States, and it is estimated that no more than 800 people will be affected.

In a January 15 New York Times article, Barbara Crossette reported that 191 Montagnards from Vietnam who arrived in Thailand in 1985 were moved to Site 2 at the end of the year. The Montagnards, mountain people from Vietnam's central highlands, were recruited by the United States to fight Communist forces during the Vietnam War. After the United States withdrew, Crossette reports, the Montagnards continued fighting the Vietnamese army until 1979 when, their struggle clearly hopeless, many of them sought help from the Khmer Rouge in Cambodia. But they were not welcomed by the Khmer Rouge and were treated, they said, almost as prisoners until they escaped during the Vietnamese offensive in 1985, which overran Khmer Rouge camps along the border with Thailand. Despite the Montagnards' ties to the United States, Crossette reported, refugee officials believe that many may not qualify for refugee admission to the United States because they are too young to have fought with U.S. forces. But, according to Crossette, the Montagnards at Site 2 have asked that all of them, or none, be resettled.

° Approximately 7,000 Cambodians who had entered Khao I Dang camp in Thailand illegally, but were issued temporary ration cards in October, have been moved from Khao I Dang proper to Site 7, or Bang Pu. Site 7 was emptied when some 55,000 Cambodians were moved to Site 2 late in 1985. The 7,000 now at Site 7, formerly referred to as "illegal" or "undocumented," are now being referred to as "ration card holders." They are currently ineligible for refugee status and resettlement, though sources there say as many as one-third of them have some U.S. connection.

Still in Khao I Dang are some 4,300 "food card holders," also currently ineligible for resettlement, and 16,000 registered Cambodian refugees. The U.S. review of Khao I Dang cases rejected for resettlement is continuing, but no preliminary results have been released. More than 600 cases are being reviewed.

° Paul D. Wolfowitz, assistant secretary of state for East Asian and Pacific affairs has been named by President Reagan to be the new ambassador to Indonesia. Wolfowitz has been deeply involved in Southeast Asian refugee issues since his appointment in 1982. He will succeed John Holdridge in Jakarta.

Wolfowitz's successor as assistant secretary of state for East Asian and Pacific affairs will be Gaston Sigur, a consultant on East Asian affairs to the National

Security Council. Sigur, whose background is mainly in Japanese affairs, is also director of the Institute for Sino-Soviet Studies at George Washington University in Washington, D.C.

° The moratorium on the processing of refugees in the Sudan for third country resettlement continues, but the expulsions of the Intergovernmental Committee for Migration (ICM) and the International Catholic Migration Commission (ICMC), announced by the Sudanese government shortly after it imposed the moratorium in November, have, in effect, been set aside. According to the State Department and ICM officials, ICM was recently allowed to reoccupy its offices in the Sudan. An ICMC source said that organization has been renegotiating its contract with the Sudanese government, which suspended indefinitely its request for ICMC to leave.

The implications of these changes for any possible resumption of refugee processing in the country are unclear. The moratorium is apparently linked, as were the expulsions, to the trial of former officials of the overthrown government for their alleged involvement in the secret airlift of Ethiopian Jews from the Sudan to Israel via Europe. The trial has been going on for more than 100 days.

Recent Developments

DEFICIT-REDUCTION LAW CUTS INTO REFUGEE PROGRAM

Recent efforts to reduce the federal deficit will have both immediate and long-term impact on refugee admissions and provision of services to refugees.

Under the Gramm-Rudman deficit reduction law (PL 99-177), spending must be cut by $11.7 billion this year, and far deeper cuts are anticipated starting in October, the beginning of the new fiscal year.

Under provisions of the law, automatic, across-the-board cuts of 4.3 percent in eligible nondefense programs will go into effect March 1 unless Congress and President Reagan agree to an alternative plan before that time. The chances of their reaching such agreement are considered remote. Most services related to refugees would be subject to the 4.3 percent cut. Eligible defense programs will be cut 4.9 percent.

State Department Anticipates Cuts in Refugee Program Applied to the Bureau for Refugee Programs (BRP) budget, the 4.3 percent reduction means cutting $14.6 million. A BRP source said it is not safe to assume that the 4.3 percent is being applied specifically to each account across the board, as the bureau has certain fixed costs. "Our first course of action will be to look for cost-saving measures that don't penalize the individuals we serve," said the State Department source. "Apart from that, we will try to make sure that what we do doesn't endanger human life anywhere."

If one applied the 4.3 percent formula for budget reductions to the FY 86 refugee admissions ceiling, currently 67,000, the result would be a cut of 2,881 places--in effect, creating a new ceiling of about 64,000. The BRP source said, however, that such an estimate would be highly speculative, since fixed costs apply to the admissions program as well. Another source at BRP said that any admisssions cuts would be divided equally between Southeast Asia and the other regions.

Other Federal Agencies Consider Impact of Cuts The Office of Refugee Resettlement (ORR) in the Department of Health and Human Services (HHS) faces an $18.4 million cut. Sources at ORR said they believed cuts there would be made across the board. The budget for all of HHS must be cut $1 billion this year.

The Immigration and Naturalization Service (INS) budget will be cut by $25.5 million this year. An INS spokesperson said that INS would attempt to apply the cuts with minimal effect on operational programs by reducing administrative costs and cutting back on travel and conferences. The Justice Department, of which INS is a part, faces cuts of $143 million this year.

A reluctance to talk about anticipated cuts characterized officials in most federal agencies. One factor contributing to the reticence is a pending court case challenging the constitutionality of the law. One administration source commented, "Bureaucrats prefer not to reveal cuts if there is a chance that the courts will reverse them; that would leave agencies exposed by implying that certain areas of their programs could be open to cuts."

Plan Would Eliminate Deficit by FY 1991

The unique feature of the Gramm-Rudman measure is the process of "sequestration," by which cuts would automatically take place if Congress and the president fail to agree on other approaches to meeting specific budget deficit reduction targets. The annual year-end maximum deficit levels specified by the law are as follows:

FY 86: $171.9 billion
FY 87: $144 billion
FY 88: $108 billion
FY 89: $72 billion
FY 90: $36 billion
FY 91: zero

Drastic Cuts Expected for FY 87 Although there is general agreement in Washington that the cuts for FY 86 will be relatively manageable, Congressional and administration budget analysts alike expect massive cuts to start in October, the beginning of FY 87. The Office of Management and Budget (OMB) and the Congressional Budget Office (CBO) are predicting a budget deficit at the close of FY 86 of nearly $220 billion, if no further action is taken to reduce it. Assuming that 11.7 billion will be cut from that figure, a year-end deficit of nearly $210 billion will remain. Meeting the Gramm-Rudman mandated reduction of $144 billion for FY 87, therefore, would require cuts of about $64 billion--five to six times the budget cuts going into effect this year.

President Reagan is expected to submit his FY 87 budget to Congress on February 3. The president has promised to continue his military buildup, but not to make cuts in Social Security or raise taxes. This suggests that his FY 87 budget will cut deeply into domestic programs that have already been subject to the Reagan administration 1981 spending cuts and to the FY 86 Gramm-Rudman cuts as well. Reagan's FY 87 budget is almost certain to call for the wholesale elimination of certain programs such as the Small Business Administration.

If the president and Congress are unable to agree on a budget reduction plan, the sequestration process would go into effect. Although termed an "across-the-board" cut, many programs would be exempt, including many costly federal budget items such as contracts for weapons systems. Also shielded from the cuts would be Social Security and selected programs for low-income people, including Aid to Families with Dependent Children and Medicaid.

Of total projected FY 86 spending of $996.5 billion, only $350 billion, or 35 percent, will be subject to sequestration. An editorial in the *Christian Science Monitor* observed, "An 'across-the-board' cut can hardly be as evenhanded as it sounds when two-thirds of the budget is off the table."

WOULD-BE ROMANIAN EMIGRANTS FACE HARDSHIPS

Secretary of State George P. Shultz's Dec. 15 visit to Bucharest focused debate on Romanian human rights and emigration policies and on whether the United States should continue most-favored-nation status to the eastern bloc country.

The talks with Romanian President Ceausescu were described by Shultz as "frank and candid," diplomatic shorthand for expressions of divergent views. Shultz indicated that differences over human rights were obstructing the U.S. desire for "a better relationship."

In the meantime, efforts were underway in Congress to repeal Romania's most-favored-nation (MFN) status because of its human rights record. MFN status allows countries to export goods to the United States with favorable tariffs. It paved the way for $1.2 billion in trade with Romania in 1984, with the balance heavily in Romania's favor.

Currently, bills are pending in both the House and Senate (H.R. 3599 and S. 1817) to suspend Romanian MFN status for six months before reviewing a renewal of the relationship. The president is expected to make a recommendation on MFN status on June 30 to be followed by a 60-day period for Congressional scrutiny.

"It is clear from the fact that our top diplomat chose to visit, that this is a serious concern," said Darren Trigonoplos, an aide to Sen. Paul S. Trible, Jr. (R-Va.), one of the bill's original sponsors in the Senate. He told *Refugee Reports* of efforts to hold hearings specifically on Romania before the Foreign Relations Committee early in the year.

On May 14, 1985, hearings were held on Romanian human rights before the House subcommittees on Europe and the Middle East and on Human Rights and International Organizations. Rep. Gus Yatron (D-Pa.), who chaired the hearings, opened them by saying, "Those of us who try to help Romanians seeking to emigrate are aware of the serious procedural problems in Romania's emigration system.... Romanians who dare to apply for exit visas are often subjected to government harassment, as well as economic and social deprivation. These repressive measures may include demotion and expulsion from a place of work, forced retirements, false allegations and arrests, and monitoring correspondence and telephones."

Rights Monitors Note Persecution of Emigration Seekers "The only grounds for emigration are cases of family reunification," testified Jeri Laber, executive director of the U.S. Helsinki Watch Committee. "Despite this," she said, "there are thousands of requests to emigrate, and the movement to emigrate remains the only large-scale independent activity that the authorities in Romania seem unable to halt."

Laber stated that would-be emigrants face reprisals, harassment, denunciation, demotion, loss of job, loss of housing, loss of public services, and sometimes even arrest. In addition, she added, "Would-be emigrants must sell their real property at fixed, lower government rates, and they are not permitted to take funds out of the country. Family members left behind are harassed as well."

Testifying on behalf of Amnesty International, which monitors political imprisonment, Robert Sharlet said, "A large percentage of the cases currently on Amnesty's books arises from situations in which Romanian citizens are attempting or attempt to emigrate."

Helsinki Watch Report Documents Human Rights Abuses In July 1985, Helsinki Watch published a major report, *Bleak Reality: Human Rights in Romania*, which documented extensive human rights abuses and a pattern of persecution of certain religious and ethnic minorities. The report stated that "Romania is one of the most egregious offenders of human rights in Eastern Europe."

The report also is an indication of the growing movement to suspend most-favored-nation status for Romania. In the May hearings, Helsinki Watch had advocated not terminating MFN. With the release of the July report, however, Helsinki Watch switched positions, saying that past threats to withhold MFN status only resulted in "manipulation and deception by the Romanian government" and urged that "MFN tariff status for Romania be revoked altogether."

Helsinki Watch pointed out that the Jackson-Vanik Amendment to the 1974 Trade Act directly linked MFN to countries' emigration policies. Helsinki Watch maintains that "the government's persecution and harassment of prospective emigrants is itself in violation of Jackson-Vanik, which states that MFN recipients cannot deny their 'citizens the right or opportunity to emigrate.'"

The report also notes that according to Jackson-Vanik, "countries that prevent emigration or tax their emigrants more than a 'nominal sum' do not qualify for MFN."

Officials' Demands for Bribes from Would-be Emigrants Reported The Helsinki Watch report documents a pattern of bribes and money transactions in return for exit papers. The West German government, for example, has signed an agreement with Romania stipulating that Germany will pay 7,900 DM for each ethnic German allowed to immigrate to West Germany. Helsinki Watch cites reports that "ethnic Germans have also been forced to pay various go-betweens bribes for their exit papers, ranging from 4,000 DM for a child to 10,000 DM for an adult." A knowledgeable source told *Refugee Reports* that Israel makes similar per capita payments for Romanian Jews.

In 1982, Romania tried to impose an "education tax" by which all emigration applicants would have to repay the state for any education received beyond the compulsory level of ten years. Although the law is still on the books in Romania, the practice was discontinued following vigorous U.S. protests and threats to sever MFN status over the issue.

Nina Shea, program director of the International League for Human Rights, told *Refugee Reports* that government agents request bribes and unofficial payments of up to $3,200 as a prerequisite for receiving permission to emigrate. Even though the education tax is no longer officially enforced, Shea said, "exacting individual bribes would amount to the same kind of obstacle to emigration that Jackson-Vanik is intended to prevent."

Dr. Ernest Gordon, president of CREED, the Christian Rescue Effort for the Emancipation of Dissidents, also said that the education tax is a de facto reality. Today, many Romanians seeking to acquire emigration papers must pay officials amounts equivalent to that of the tax. He said that there is so much corruption in Romania that there is not much the U.S. embassy there can do about the situation.

Romanian Emigration Numbers Relatively High Before Shultz's trip in December, State Department spokesman Bernard Kalb announced that "Romania's emigration performance has been better than most other East European countries or the Soviet Union." The State Department credits Romania for allowing more than 150,000 persons to emigrate since gaining MFN status in 1975.

Romania's Jewish population has been reduced by 90 percent since the close of World War II, due largely to emigration. The State Department notes that Romanian Jewish emigration exceeds that from the Soviet Union, which has a Jewish community 100 times as large. Since 1975, 95,000 ethnic Germans have departed for West Germany. The State Department observes that 21,284 Romanians were issued immigration visas by the United States, West Germany, and Israel in 1984, three times the number for 1975.

Helsinki Watch, though, contends that the numbers do not tell the whole story. "The number of people allowed to emigrate each year from Romania does not in any way indicate the number of people who wish to emigrate because of gross violations of internationally recognized human rights that are carried out by the government."

Shea said that the International League for Human Rights sponsors a Family Reunification Project which tracks Romanians seeking to emigrate. The Family Reunification Project list of 1,000 active cases is based on Romanians and their relatives who independently contact the League, and not on an official count. The list includes both people who have received visas from the Romanian authorities and are awaiting host-country resettlement as well as those who have been denied visas. "There are people on our list who have waited 10 and 20 years," said Shea. "Many are old pensioners who are not privy to state secrets. The refusal to let them out is irrational as well as illegal."

The great bulk of people on the Family Reunification Project list are seeking to immigrate to Germany, according to Shea.

Shea maintains that the Romanian government will respond on the emigration issue when presented with lists from groups that they believe have clout with the U.S. Congress. "They want desperately to keep MFN," said Shea, "and they want to look good on the emigration issue."

Shea believes, however, that the Romanian government does "play games" with the United States in order to maintain MFN, and that many human rights reforms are only "cosmetic." She recommends linking MFN to specific, obtainable human rights goals.

Romanian Processing to U.S. Rests on TCP Legacy A special arrangement for processing Romanian refugees to the United States was negotiated in 1978 as an outgrowth of Jackson-Vanik and MFN status. Under the terms of Third Country Processing (TCP), the U.S. embassy in Bucharest provided the Romanian government with a list of names the United States was willing to sponsor. Romania then chose those from the list who would receive exit visas. In practice, many Romanians approached the U.S. embassy asking to have their names added to the list. Most had obtained exit visas from the Romanian authorities before doing so.

A State Department source said that getting exit visas for people on the U.S. embassy's list is generally not a problem. He did note, however, problems with visa 93 cases--spouses or children of refugees who did not leave as a family unit under the third country processing program--but who violated local laws by crossing the Romanian border illegally before being granted U.S. asylum.

CREED's Gordon told Refugee Reports of the case of a young Seventh Day Adventist whose father and brother fled the country illegally. The young man, Dorel Catarama, is currently imprisoned on what Gordon maintains are false charges related to his efforts to meet the demand for bribes to exit the country.

After having been told to pay $3,000 for his exit visa, he had his father and brother send the money from the United States. Catarama was charged with illegal possession of hard currency. According to Gordon, he never even saw the money.

Gordon believes Catarama is being persecuted not only because he is a member of one of the denominations not recognized by the state, but also as punishment for the earlier flight of his brother and father. The State Department testified at the May human rights hearings that officers of the U.S. embassy attended Catarama's trial.

Critics Say TCP Serves Refugees Less Than Others Former U.S. Ambassador to Romania, David P. Funderburk, told *Refugee Reports* that the TCP program, originally set up to provide an outlet for dissidents, came to be abused. "Almost anybody could come in," he said. "We didn't know whether people were bona fide immigrants or not or whether they were planted by the Romanian government." Funderburk said that "we probably got some spies and hard-core communists" from the TCP program. "There was no rhyme or reason to the exit visas." The only reason most came, said Funderburk, was for a better material life, not for freedom and democracy.

Although Funderburk said that the United States should continue to keep its doors open for deserving refugees, he believes that TCP circumvented U.S. immigration laws. He also criticized the program for "allowing Romania to get rid of its critics."

The Refugee Policy Group, in its report *U.S. Refugee Admissions: Processing in Europe*, found the TCP program to be "much criticized." Describing TCP as "something of an anomaly," it noted that the program provided "a special status for Romanians not shared by other Eastern Europeans." The report observed, "Nearly everyone agrees that the program does not serve as an effective channel for the admission of genuine refugees, but while some policy makers suggest improvements in the program, such as negotiating with the Romanian government to allow INS circuit riders to interview the prospective applicants, others argue to abandon the program at once."

Despite Suspension of TCP Program Registration, Backlog Persists The United States stopped accepting new registrants for TCP in 1982, but the backlog of cases awaiting U.S. resettlement continued into 1985. Rep. Barney Frank (D-Mass.) raised the issue at April 17 hearings on the Refugee Act reauthorization before the House Subcommittee on Immigration, Refugees and International Law.

Frank said that the U.S. refugee admissions ceiling for Eastern Europe and the Soviet Union was not adequate for admitting the accumulated backlog. Calling the regionwide ceiling "a disgrace," he expressed frustration that because of the self-imposed ceiling, the United States has not been able to take advantage of its success in getting Romania to let refugees leave.

Following the hearings, Frank and 21 of his colleagues sent a letter to James N. Purcell, Jr., director of the Bureau for Refugee Programs (BRP) at the State Department, calling upon BRP to approach Congress with a request for increased admissions numbers for Romania. "This is a case in which the United States has already processed the individuals into the refugee program," said the letter, "and the remaining obstacle to their entry is a self-imposed ceiling under U.S. law. This is clearly an embarrassment to our foreign policy, as well as a matter of urgent humanitarian concern."

Purcell responded by informing the members of Congress that, for FY 85, the State Department had reallocated 2,000 places from the ceiling for Latin America and the Caribbean to other regions. Of the 1,000 places moved to Eastern Europe and the Soviet Union, 750 were assigned to the Romanian TCP program. "With these additional numbers," said Purcell, "almost all of the Romanian TCP applicants who have exit documents at this time will enter the United States during the current fiscal year."

Purcell added that Romania had agreed not to issue exit documents to persons seeking entry to the United States unless the U.S. embassy verifies their eligibility. "With this agreement," Purcell wrote, "we hope to be able to process the remaining persons registered for the program in an orderly manner, without such applicants having to wait long periods of time in Romania after losing their rights and privileges because they obtained exit documents."

TCP Program Value Debated The decision to stop taking new registrants into the TCP program was made, according to Purcell's testimony, because "we found that this program was subject to a fair amount of abuse."

Andrei Calciu-Dumitreasa, son of Gheorghe Calciu, the Romanian orthodox priest who spent six years imprisoned and under house arrest and who was only permitted to leave in August 1985 following appeals on his behalf by members of Congress and threats by President Reagan to suspend MFN status, told Refugee Reports that "the dumping of outlaws was the mistake of the U.S. embassy, not the TCP program. They didn't investigate enough." Calciu maintains that more careful procedures need to be taken at the embassy level, but that the program itself is sound.

Though he advocates ending TCP altogether, Funderburk expressed views similar to Calciu's on the role of the embassy. Funderburk said that there was a need for better American linguists to determine deserving and qualified people for consideration. He also complained that the majority of people working in the U.S. embassy in Bucharest were Romanians, who, he said, could be assumed to report proceedings to the authorities.

State Department Continues Processing TCP Backlog Of the 4,513 Romanian refugees admitted to the United States in FY 85, 3,061 were TCP cases. According to a State Department source, the United States has basically processed the backlog of TCP cases with exit documents. Now, however, the United States is attempting to process about 3,200 people on the embassy's TCP list from before the August 27, 1982, cut-off date who did not have Romanian exit documents. "The procedure now is to call in those people and see if they are still interested in coming," he said.

The State Department initially had anticipated that it would be able to move 2,000 of the backlog this fiscal year, but in the first quarter only about 100 were processed because of unforeseen delays. "Our timing calculations had been based on the previous backlog of persons with exit documents," said the source, who added that he anticipated a "large drop-out rate from this population." He noted that many people's situations could have changed considerably since 1982.

Looking to the Future The phasing out of TCP processing leads some observers to believe that future admissions will be limited to family reunification and a few other exceptional cases. Janet Fleischman, author of the Helsinki Watch report on Romania, told Refugee Reports, "Trying to make emigration from Romania more regular and standard will reduce emigration to a trickle." Once the TCP backlog is processed by the end of FY 87, she said, there will likely be a tightening of procedures for would-be emigrants. "The full effects won't be felt until FY 88," Fleischman said.

SANCTUARY TRIAL PROCEEDS SLOWLY

The "sanctuary" trial in Tucson, Arizona, which began on October 22, 1985, and was expected to last six weeks, ended its twelfth week on January 17 with only 2 of the government's projected 24 witnesses having been called.

The trial is seen as the first serious legal challenge to the sanctuary movement, which claims a membership of at least 250 churches and synagogues nationwide.

Eleven defendants, all clergy and church members of various denominations, are charged with 44 counts of smuggling and conspiracy to smuggle illegal aliens from Central America into the United States. Some counts carry a maximum penalty of five years and $10,000 in fines.

According to courtroom observers, the trial has not been without heated debate. Defense and prosecution attorneys have argued from the outset about the admissibility of evidence, and the defense has moved three times that the judge remove himself from the case.

Government Witnesses Testify Sources present at the trial report that the government's first two witnesses, Jesus Cruz and Alejandro Rodriguez (not his real name), testified they were present when some members of the Tucson group encouraged Central Americans to enter the United States illegally.

The testimony of Cruz was challenged by the defense, courtroom sources report, because he was employed by the government to infiltrate the group and inform INS about its activities. According to news reports, Cruz became an informant because he had been convicted of smuggling aliens into the United States and feared he would be deported to Mexico if he did not agree to the government's offer. He testified for 22 days.

Cruz, one of two informants the government used in its investigation, is alleged to have secretly taped more than 100 hours of sanctuary meetings, tapes which the prosecution decided not to enter as evidence over the objections of the defense.

Issue of Admissibility Raised Rodriguez, like the other nine or ten Central Americans the government may call to the stand, was offered immunity from prosecution. According to courtroom sources, his testimony once again raised the issue of admissible evidence--an issue first breached during defense counsel's opening remarks.

During cross-examination, Rodriguez reportedly said that, because he was a union leader in El Salvador, he was beaten and harassed by the Salvadoran military. When prosecutor Donald M. Reno, Jr., special attorney for the INS, objected to this line of testimony, his objection was upheld by presiding U.S. District Court Judge Earl H. Carroll. Carroll has ruled out several lines of testimony, including allegations of torture, beatings, and harassment. He has, though, allowed general descriptions of the political climate in Central America to be entered into the record. Early in the trial, he also ruled out evidence relating to the professed religious motives of the defendants, a ruling conceded by the defense to be a setback to their efforts.

Sources present at the trial report that the judge and the defense team have disagreed frequently on admissibility and other issues. During Rodriguez's testimony, which the prosecution found evasive, sources report that the judge said, "I think people from Latin America, perhaps, have a difficulty in just answering 'yes' or 'no', by nature of their personal attitudes." The defense later moved that the judge disqualify himself from the case because of bias against some of the defendants, a few of whom are Latin Americans. The judge denied the motion.

Churches File Suit against INS In a related development, the American Lutheran Church, the Presbyterian Church, and four of their churches in Arizona have filed suit in federal court in Phoenix charging INS with violating the First Amendment of the Constitution and its own policies while investigating the Tucson group.

The suit accuses Cruz and another paid informant of clandestinely tape-recording several weekly Bible-study sessions in July 1984 and a worship service in October 1984. The suit seeks to enjoin the government from further such activity and asks for a "declaratory judgment" stating that the investigative practices used by INS were improper.

INS officials will not comment on this suit or the Tucson trial, having been instructed by the judge to avoid public statements. According to an October 22, 1985 *Washington Post* article, the judge has already ruled that INS evidence-gathering practices in the case were not illegal, calling the practices "unacceptable but not outrageous."

Original Indictment Named 16 The sanctuary movement began in Tucson in 1982 when Reverend John Fife wrote a letter to then-Attorney General William French Smith indicating that his congregation, the Southside Presbyterian Church, intended to provide shelter to aliens from El Salvador. The INS investigation began in March 1984 and took nine to ten months. Indictments were handed down in January 1985.

A *Washington Post* article of October 25, 1985 reported that, originally, 16 defendants were named in the indictment. All were offered a plea bargain from the government, whereby jail time could be avoided in exchange for pleading guilty to a misdemeanor charge of failing to report an alien. Three people accepted the offer. Charges were dropped against two others, one for an apparent lack of evidence, and one because the accused is terminally ill.

The trial is expected to last until April. Defense attorneys say they will appeal any adverse verdicts.

EDUCATION DEPARTMENT SEEKS GREATER FLEXIBILITY IN BILINGUAL PROGRAM

Local school districts will have greater flexibility to design federally funded programs for students with limited English skills, according to new regulations proposed by the Department of Education. The final regulations are due in early April.

At issue over the course of several months preceding publication of the regulations was the extent to which they would include native language instruction. In the Bilingual Education Act as amended in 1984 (Public Law 98-511), Congress limited spending on "alternative instructional programs" that use non-native language approaches, such as English-as-a-second-language (ESL). The law sets a 4 percent cap for alternative instruction on the first $140 million of funding and a 50 percent cap thereafter, with a maximum limit of 10 percent on total appropriations.

This Congressional commitment to native language instruction stemmed in part from the 1974 Supreme Court decision in Lau v. Nichols that schools must offer limited-English students some special instruction. When Congress reauthorized the Bilingual Education Act in 1974, it prescribed native language instruction as the sole approved method for limited-English students in federally funded local school districts.

Education Secretary Criticizes Bilingual Ed Program Secretary of Education William J. Bennett has been opposed to the four percent cap. With the release of the proposed regulations, Bennett announced, "The bilingual education program has been encumbered by self-defeating legislative and regulatory restrictions on instructional methods, and its once-clear purpose has become clouded by extraneous political considerations that have nothing whatsoever to do with helping children to learn English or to succeed in the mainstream of American life."

In an earlier speech in September, Bennett voiced his dissatisfaction with the evolution of the bilingual education program. He quoted the Lau v. Nichols decision: "No specific remedy is urged upon us. Teaching English to students of Chinese ancestry is one choice. Giving instruction to this group in Chinese is another. There may be others."

Bennett charged that the federal government ignored the Supreme Court's endorsement of a flexible approach in its pursuit of one method of instruction. "After seventeen years of federal involvement," he said, "and after $1.7 billion of federal funding, we have no evidence that the children whom we sought to help...have benefited."

The September speech was met by strong reactions both supporting and opposing Bennett's charges and proposals. A Christian Science Monitor editorial asked, "Is there really 'no evidence' of bilingual education's benefits?" and said, "For the first and second graders from non-English speaking families, who make up the bulk of bilingual ed students, who within a few years move into an all-English track, it may prove hard to see the benefits of Mr. Bennett's philosophical, ideological, and political broadside on the instruction they receive."

In a letter to the New York Times following Bennett's speech, but before the proposed regulations were published, Rep. Robert Garcia (D-N.Y.) wrote, "Eliminating the cap would be the first step toward eliminating bilingual education programs." He added, "I hope Secretary Bennett does not attempt to circumvent the will of Congress by instituting regulations that would effectively alter the intent of the act."

New Regulations Emphasize Flexibility The proposed regulations tell local educational agencies that they have "substantial discretion to determine the extent of native language use in transitional bilingual education programs." The regulations call for "maximum flexibility" in the implementation of projects and include a specific invitation from Bennett for comments on ways to achieve greater flexibility within the bounds of the statute. While the regulations do affirm that some native language instruction is legally required, they note, "The statute does not prescribe the minimum amount of time or instruction required to meet this standard."

In a statement introducing the regulations, Bennett said, "We still believe... that legislative action is needed to eliminate the four percent cap on the funding of special alternative instructional programs that severely constrains local flexibility." He said that the Education Department will continue to work with Congress to introduce legislation in this regard.

Bennett reiterated the administration's commitment to programs for minority language students. "We will not seek cuts in bilingual education funds," he said. "If Congress consents to increased flexibility in the program, we will ask for more funds."

New Regulations Reflect Changing Times

The Director of the Office of Bilingual Education and Minority Languages Affairs (OBEMLA) in the Department of Education, Carol Pendas Whitten, told *Refugee Reports* that the proposed reforms in bilingual education are a consequence of changing immigration patterns.

The limited-English student population is no longer homogeneous, but represents a variety of national, cultural, and linguistic backgrounds and needs. "The 1974 call for one method of instruction came in response to a specific Hispanic lobby," she said. Those regulations presupposed the availability of professionals to teach in the students' native language.

Today, however, Whitten maintains, the traditional bilingual approach does not serve the needs of such diverse students. She related seeing Southeast Asian refugee children in Spanish-language classrooms. She asked, "Did boat people risk their lives so their children could learn English from Spanish?"

Other Instructional Approaches Suggested

Whitten described several innovative models that have been funded within the four percent allowable for alternative programs. "The choice is not between native language instruction or 'sink or swim,'" she said. She pointed to immersion programs in Texas, Florida, New Jersey, and California which the department is studying. Immersion is a structured approach, according to Whitten, in which instruction is in English, but which takes into account how language is used and makes provisions for non-English inquiries from students.

Whitten said that all non-Hispanic immigrant groups prefer an approach emphasizing alternatives such as immersion or ESL instruction over the native language instruction approach. In fact, she pointed out that her office received 103 proposals for funding for alternative programs, as opposed to 311 for the other 96 percent of funding in transitional bilingual education.

The main issue, however, according to Whitten, is who decides on the appropriate curriculum. "Should the federal government dictate the instructional method or should parents and teachers be able to decide the best approach for their locality?"

Attitudes Towards Bilingual Education Surveyed

In a California Institute of Technology study, which will be released in March, Bruce E. Cairn and D. Roderick Kiewiet surveyed black, white, Hispanic, and Asian opinions on a variety of social and political issues. Asked to indicate whether they favor the proposition: "Bilingual education programs. In other words, teaching non-English speaking students in their own language as well as English," the survey found enthusiastic support among Latinos, but only lukewarm support from Asians. While 69 percent of Latinos favored bilingual education programs, only a slight majority of 51 percent of Asians supported them. "Surprisingly," the researchers noted, "blacks were the closest allies [to Latinos] on bilingual education." Cairn and Kiewiet mused, "Why would Asians be less supportive of bilingual programs and blacks more supportive?" The question, the Cal Tech team concluded, demands further study.

Resource Centers Focus Training on ESL

Included as a component of the bilingual education program are 16 regional resource and support centers to assist school districts in training their staffs in approaches to bilingual education.

According to Minerva Coyne, director of the Midwest Bilingual Education Multifunctional Resource Center, training sessions have become "strictly an ESL approach." She said that workshops include sessions on cultural sensitivity, but that "95 percent of our workshops deal with how to diagnose and place children in terms of English proficiency and teaching ESL."

She said that the Southeast Asian parents in her area only want ESL instruction and that "80 percent of parents at first didn't want bilingual education at all."

Others See Continuing Need for Southeast Asian Native Language Instruction

Some voices in the Asian community, however, have lamented what is perceived as a lack of attention for bilingual programs for Asian students. "The materials now available in Southeast Asian languages are far from adequate," said Dr. Mieko Han, director for seven years of the National Asian Center for Bilingual Education. "Earlier, when there were more funds," said Han, "school districts faced the problem more sincerely. But now the attitude has changed. It is sink or swim." Federal funding ended for her center two years ago. Now the center functions on a voluntary basis with people donating time to translate materials into Southeast Asian languages. "What can you do under this government's policies?" she asks. "People go where the money is."

In Pennsylvania, in a throwback to the period of Lau v. Nichols, a Cambodian teenager has sued the Philadelphia School District for placing him in a class for mentally retarded children and for failing to provide native language instruction or adequate English instruction. His lawyer contends that the 16-year-old boy was administered an English-language intelligence test designed for American children and that the boys' non-English-speaking parents signed an English consent form to place him in the mentally retarded class.

The class-action suit alleges that the Cambodian boy and 5,000 other Asian students in the Philadelphia school district are systematically denied their educational rights. The suit calls for bilingual instruction in native languages, and special education and testing in native languages or with interpreters.

Some Federal Funds Earmarked for Immigrant and Refugee Children Although critics point out that refugees are often overlooked in bilingual education programs, the federal government has committed funds for state-administered programs to meet the educational needs of immigrant and refugee children.

Although the administration has never requested money for emergency immigrant aid--a program to assist state and local educational agencies in providing specialized services, including bilingual education, for immigrant children--Congress has continued to appropriate funds for three years running. Jonathan Chang, program officer for this program and for transitional programs for refugee children, told Refugee Reports that the $30 million appropriated for FY 85 emergency immigrant aid was dispersed according to a formula based on the number of immigrant children per state.

A similar formula governs grants for the $16.6 million appropriated in FY 85 for transitional programs for refugee children. This program funds a variety of educational programs for refugee children, including bilingual education, remedial programs, services to improve English language skills, and summer educational programs.

Although also administered through OBEMLA, funding for refugee children comes through the Department of Health and Human Services, rather than the Department of Education. Therefore, the program is not constrained by the four percent cap on Education-funded programs.

Chang said the way funds are spent for transitional programs for refugee children has been left to local educational agencies and that the results of the refugee program are "not disappointing." He said that most states prefer stressing ESL and that children generally are "mainstreamed" after three years. Chang has been particularly impressed by his visits to newcomer centers (see Refugee Reports, Vol. VI, No. 10). "If you put all the kids with different language backgrounds together," he said, "the environment forces them to learn English to communicate with each other."

When asked how cuts arising from the Gramm-Rudman deficit reduction law might affect bilingual education in general and programs for immigrant and refugee children in particular, an administration budget analyst remarked that the Department of Education is genuinely committed to bilingual education, but that "it would be logical to assume that emergency immigrant aid would not be a high priority, since we didn't request it in the first place."

Meetings and Conferences

° The Center for Migration Studies (CMS) will sponsor its Ninth Annual National Legal Conference on Immigration and Refugee Policy in Washington, D.C. on March 20-21. The conference will include the following sessions: Immigration Reform and Temporary

Guest Workers; Supreme Court and Immigration; The Private Sector, Immigration, and Refugees; Comparative Policies on Political Asylum in Europe and North America; Detention Issues; and Legal Aspects of the Sanctuary Movement.

The conference fees, for registration before February 26, 1986, are $150 for individuals, $90 for each member of government and nonprofit agencies and university faculties, and $45 for students. After February 26, the fees are $170, $105, and $55, respectively. For information, contact CMS, 209 Flagg Place, Staten Island, N.Y. 10304.

° The Fourth Conference on Refugee Health, sponsored by the University of California, San Diego (UCSD), School of Medicine and the UCSD Medical Center, will be held in San Diego March 6-7. The organizers recommend the conference for physicians, nurses, allied health professionals, and refugee health workers. Topics to be discussed include epidemiology, public health, mental health, reproductive medicine, infectious disease, and cross-cultural health care delivery. A special panel on federal leadership and mental health will feature staff of the National Institute of Mental Health. In addition, lectures and abstracts of original research on refugee health policy, the economic, cultural, and psychological adaptation of Indochinese refugees, and other health issues will be presented.

The conference fees are $85 for physicians, nurses, and allied health professionals, $65 for conference presenters of original research. For information, telephone Shirley Kolkey at (619) 294-5339, or write to Medicine, Education, and Research Foundation, Fourth Conference on Refugee Health, UCSD, P.O. Box 81344, San Diego, CA 92138.

° "The New Asylum Seekers" will be the topic of the Ninth Sokol Colloquium on International Law to be held at the University of Virginia, April 4-5. Papers will be presented on irregular movements of asylum seekers, first asylum and "refugees in orbit," the sanctuary movement, addressing root causes of refugee flows, and the principle of nonrefoulement as applied to situations of armed conflict.

Registration cost (before March 28) is $25 ($45 for those attending the Friday evening banquet). For further information, contact Ms. Danielle Cormier, Coordinator, Sokol Colloquium, University of Virginia School of Law, Charlottesville, VA 22901 (804) 924-7077.

Resources

U.S. REFUGEE ADMISSIONS POLICIES EXAMINED

Current U.S. resettlement mechanisms for admitting masses of refugees in a crisis are inadequate and impractical, according to a new study by the Refugee Policy Group (RPG).

The September 1985 report, Of Special Humanitarian Concern: U.S. Refugee Admissions Since Passage of the Refugee Act, recommends creating a special humanitarian admissions program to manage more effectively situations involving large numbers of people in need of protection, who may not have strong individual claims for refugee status.

The authors recommend that the clause found in the Refugee Act of 1980--"of special humanitarian concern to the United States"--be interpreted "to emphasize the admission of refugees who are most in need of the protection that admission to the United States can afford."

RPG criticizes the current policy that uses nationality, former connections to the U.S., and family reunification as the overriding factors in defining which refugees are of special concern to the United States.

"In many instances," the report notes, "more emphasis is given to determining whether someone fits one of the priorities [such as close ties to the United States through family or previous employment] than to determining whether the applicant has a compelling claim to refugee status or needs the protection resettlement affords."

While applauding the Refugee Act for dropping geographic and ideological restrictions on refugee admissions, the authors state that little evidence was found "that removing these limitations has led to more equitable access to the refugee admissions program for those from non-Communist countries or from countries whose governments are considered friendly to the foreign policy interests of the United States."

The 79-page study is available for $5.75 from the Refugee Policy Group, 1424 16th St., NW, Suite 401, Washington, DC 20036.

Statistics

INDOCHINESE REFUGEE ACTIVITY
FY 86 as of November 30, 1985

COUNTRIES OF ASYLUM/RPC's	OCT. 1, 1985 POPULATION	FY 86 ARRIVALS	FY 86 REDUCTIONS				TRANSFER TO RPCs	NOVEMBER 30, 1985 POPULATION
			TO U.S.	3RD COUNTRIES	VOL. REPATR.	OTHER		
HONG KONG	10,039	153	9	350	0	4	247	9,577
MACAU	692	4	0	0	0	0	3	693
INDONESIA	7,048	865	95	488	0	0	653	6,575
MALAYSIA	8,296	1,394	130	522	0	3	560	8,464
PHILIPPINES	3,184	196	30	288	0	0	17	3,041
SINGAPORE	260	248	24	105	0	0	101	550
THAILAND	4,618	430	69	329	0	0	171	4,492
OTHER	1,331	129	0	86	0	0	7	1,366
TOTAL BOAT	35,468	3,421	357	2,168	0	7	1,759	34,758
THAILAND - KHMER	24,786	0	6	1,638	0	33	340	22,902
THAILAND - HIGHLANDERS	54,686	111	18	33	0	0	585	54,916
THAILAND - LAO	36,997	350	26	205	0	0	812	36,486
THAILAND - VIETNAMESE	529	33	5	79	0	0	0	493
TOTAL LAND	116,998	494	55	1,955	0	33	1,737	114,797
TOTAL DIRECT (ODP)	282	4,057	193	1,962	0	0	1,408	377
SUBTOTAL	152,748	7,972	605	6,085	0	40	4,904	149,932
BATAAN-RPC	15,333	3,372	4,231	55	0	4	0	14,320
GALANG-RPC	2,013	667	1,200	1	0	0	0	1,967
PHANAT NIKHOM ESL/CO	5,495	962	1,348	0	0	42	0	5,067
TOTAL RPCs	22,841	5,001	6,779	56	0	46	0	21,354
GRAND TOTAL	175,589	7,972	7,384	6,141	0	86	4,904	171,286

The end-of-month population figure is provided by UNHCR, and is the result of ongoing updating and adjusting of statistics. Therefore, the end-of-month population figure is not the result of a horizontal calculation based on arrivals and reductions. Admissions to the United States include those persons entering the United States in refugee status.

Source: U.S. Department of State, Bureau for Refugee Programs.

Editorial comments and inquiries should be sent to: *Refugee Reports*, 815 Fifteenth Street NW, Suite 610, Washington, DC 20005. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, Sunbelt Fulfillment Services, P.O. Box 41094, Nashville, TN 37204. (615) 377-3322.

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REFUGEES FACE LOW-INCOME HOUSING SHORTAGES

To help their clients find and maintain affordable housing is emerging as one of the major challenges to refugee service providers in many parts of the United States.

In Massachusetts, which lately has had the largest increase in property values in the country, 76 percent of refugees responding to a survey said they had housing problems attributable to high rents, poor maintenance, or lack of safety, as reported in a January 1986 study by the Massachusetts Executive Office of Communities and Development.

Voluntary agencies responding to the survey estimated that 40 percent of staff time was devoted to locating housing for newly arrived refugees, resolving tenant-landlord disputes, and responding to housing crises, such as evictions, fires, and harassment. "For the most part," the study found, "housing issues faced by refugees are similar to those of most low-income persons: high rents, code violations, overcrowding, poor maintenance, and long waiting periods for subsidized housing."

However, the report identified other areas of particular concern to refugees: discrimination by landlords based on large family size, income source (public assistance), language and cultural differences, or national origin; harassment by neighbors--leading refugees to flee high crime areas and overcrowd in safer neighborhoods with higher rents; and refugees' reluctance, generally, to complain or even to ask landlords to do routine repairs for fear of eviction.

Housing Tightest in Major Cities of the Northeast and California The scope of the problem is not limited to Massachusetts or New England, although large urban areas seem to be harder hit than rural areas and smaller cities. In May and November 1985, the Refugee Service Center of the Center for Applied Linguistics published in its Information Update the results of two telephone surveys of more than 100 voluntary agencies, mutual assistance associations (MAAs), and English-as-a-second-language program administrators, asking about issues relating to refugee housing. Although specific housing problems varied by region, agencies from

IN THIS ISSUE:

A shortage of housing, particularly for low- and middle-income people, is driving up rents and affecting refugees in many parts of the country. This month's feature examines a range of housing problems facing refugees and the efforts service providers are making to address them..1

- Update.................6
- Recent Developments

Impact of proposed FY 87 budget on refugee program unclear; INS Oakdale detention center to open; INS proposes to eliminate 72-hour notice before deportation; State Department issues human rights country reports......8

- Projects and Programs

Groups help search for missing Cambodians.........13

- Resources.............15
- Statistics

FY 86 Refugee Arrivals by State of Resettlement and Country of Origin as of December 31, 1985..........16

Virginia to California reported overcrowding, high costs, and unsafe conditions.

At the same time, however, the survey revealed that other parts of the country, including most of the south, midwest, and northwest, seem to have plentiful, affordable housing. Housing was viewed as a major problem by two-thirds of Vietnamese and Cambodian MAAs, though Lao and Hmong respondents were far less critical of housing conditions and availability.

Increasing Portion of Refugee Budget Committed to Housing Meeting the cost of high rents is a source of constant worry to refugees and their sponsors in regions experiencing escalating property values. "With real estate prices soaring and a diminished supply of available housing, an increasing portion of the reception and placement budget goes to housing," according to Nicholas Montalto, executive director of the International Institute of Jersey City.

Unless private sponsors are involved or anchor relatives agree to take in family reunification cases, the costs involved after the 90-day period covered by the reception and placement grants are prohibitive. "It is rare to find an in-coming refugee who can afford security deposits, finder's fees, and the first month's rent, let alone maintain an apartment on their own after the 90-day period," said Alice Erikson, Massachusetts state refugee housing coordinator.

The trend toward higher rents is not limited to refugees, of course. Nationally the number and proportion of low-income households paying increased rent is rising. An April 1985 General Accounting Office study found that the number of low-income households paying more than 70 percent of their income for rent rose from 2 million in 1975 (21 percent of low-income renters) to 3.1 million in 1981 (25 percent) to 3.7 million in 1983 (30 percent).

Speculation and Gentrification Inflate Prices The shortage of medium and low income housing that has plagued major cities such as New York and Boston is now spilling into surrounding areas.

In Chelsea, just across the river from Boston, the Boston Globe reports that Hispanics and Southeast Asians alike have been receiving eviction notices to enable real estate developers to renovate apartment buildings for higher rents. And, in neighboring Revere, refugee service providers report that beachfront office buildings and condominiums are going up right next to the refugee-populated area that, until recently, has been considered a slum.

"Pretty soon a lot of people will be out on the street," said Roger Lier, New England regional coordinator of World Relief. "Refugees are charged exhorbitant rents, but can't move because of extremely low vacancy rates. One guy sleeps four hours a night, working two jobs, so he can feed his children and pay the rent." Lier expressed fear that the wild speculator's market in the area creates a situation "ripe for arson."

If the rising rents from gentrification don't force low-income renters out, landlords increasingly attempt to evict their low-income tenants to make room for more lucrative properties. This is evidenced by a 25 percent increase in 1984 New York City housing court cases involving landlords repossessing apartments.

Housing Squeeze Promotes "Doubling Up" In San Francisco, the conversion of low-income residential areas to high-rent apartments and condominiums and expanded office space is squeezing refugees from the corridor where many have been housed, according to refugee service providers. Landlords are able to circumvent rent control by buying new properties or developing existing ones and passing "improvement" costs on to the tenants in the form of higher rents.

As they do so, refugees are forced to move or "double up" to bring more income earners into a household. Such a strategy, though common among refugees throughout the country, violates health and housing codes in virtually every region. Housing codes often limit the occupancy of apartments to two persons per bedroom and require separate bedrooms for children of different sexes.

"If all the people doubling up abided by the housing codes," said Rosalind Smith, director of U.S. Catholic Conference Migration and Refugee Services in Arlington, Virginia, an area with a one to two percent vacancy rate, "we would have a minus five percent vacancy rate."

In Chicago, property values have risen in areas with high Southeast Asian refugee populations. Largely through the self-help efforts of the refugee community, the Argyle

Street area has been transformed from a crime-ridden slum to an area enjoying an economic revival. Ironically, the improvement of the neighborhood has caused tensions with the local population. "The local people see the presence of refugees as the reason for rents going up," said Trong Nguyen, case management coordinator of Travelers and Immigrants Aid.

Overcrowding Increases Refugees' Fears, Uncertainties

The situation creates a climate of uncertainty for the refugees, who fear eviction, but see little alternative financially to overcrowded conditions. Service providers in several locations told *Refugee Reports* of illegal payments by refugees to landlords in return for closing their eyes to code violations involving overcrowding.

Refugee tenants are also hesitant to raise other safety violations with landlords or housing authorities for fear that their own over-occupancy will be discovered. "Refugees would rather move than take their landlords to court," said Fr. Daniel Trainor of the Indochinese Advocacy Project in Providence. "They're very passive to begin with and simply don't know the standards or have expectations that landlords are legally responsible for getting rid of vermin, making repairs, and providing heat and hot water."

Overcrowding Issue Used Against Refugees

Overcrowding has been a primary reason cited by landlords seeking to evict refugee tenants. On Boston's Carroll Avenue, several voluntary agencies joined hands to rent apartments for Cambodian refugees in four buildings. The cluster project has been frustrated by the landlord's efforts to evict tenants after a combination of rent increases and fire in one of the buildings caused significant doubling up. The owner cites overcrowding as the reason for his action.

The original 52 Cambodian families in the buildings have been reduced to 20, while 16 apartments remain vacant. Twelve of the remaining families are threatened with eviction on the basis of overcrowding. Although the landlord hasn't said anything about converting the buildings into condominiums, "that looks to be the direction he's going," said a state official.

"Before the Cambodians came," said local Cambodian refugee leader Ratha Yem, "the area was rundown and the buildings destroyed." He recalled, "We changed the face of the community. We made property values rise."

Improvement of the community did not work to the benefit of the refugees, however, according to Yem. On the contrary, higher rents caused resentment among the neighbors. Commenting on the eviction effort, Yem said, "Overcrowding was not an issue until 1985. It was used as an issue to attack Cambodians because of jealousy that we had worked hard, succeeded, and were better tenants than our neighbors."

Yem is convinced that the fire that left 39 Cambodians homeless was arson; he points to a pattern of harassment and vandalism in the days prior to the fire to buttress his point. "Instead of trying to find the arsonist," he said, "the fire marshall blamed the Cambodians, saying they don't know how to care for their buildings."

Unsafe Conditions Put Tenants at Risk

Overcrowding does result in genuine hazards, however, with tragic consequences. In January, a fire broke out in a Washington, D.C. house, resulting in nine deaths and seven injuries among the 17 people, mostly Salvadorans, living in the basement. The fire occurred in a neighborhood comprised of rundown houses converted into apartment buildings without regard for apartment fire safety codes. Crammed into these apartments are undocumented Central Americans.

"People are scared to death of deportation," said Isa Fucella of CARECEN, the Central American Refugee Center, "so landlords know they won't complain or go to the housing authority for fire and safety violations." Fucella cited specific cases of landlords threatening to turn tenants names into the Immigration and Naturalization Service in order to silence them.

Housing Codes Pose Moral Dilemma for Service Providers

Social service agency personnel are put in a particularly awkward position with respect to code violations due to overcrowding. Many agencies see their clients as having no choice but to violate the housing codes.

"Social workers don't want to make the families homeless, nor does the county, nor do the landlords who continue to profit," said Barbara Nnoka, director of social service programs of the Arlington County chapter of the American Red Cross. She called it "an immoral, evil situation" and expressed hopelessness about the prospects for improvement short of unprecedented government intervention and commitment of money.

Nnoka said that because Southeast Asians in particular do not go to shelters for the homeless, but continue to go to each other when housing runs out, "the immediacy of their problem gets blunted for social service agencies and computer counters," and the problem continues to be given a low priority. "It is very frustrating when the other services provided for refugees such as job training and education are so excellent, that we have failed to provide housing," she said.

Refugees Lack Access to Public and Subsidized Housing Social service agency personnel find it increasingly difficult to gain access to public housing. "We don't even try to sign our clients up for public housing anymore," said Joan O'Donnell, coordinator of refugee resettlement for the Newark, New Jersey archdiocese of Catholic Community Services, citing a five-year waiting period. An Ton That, coordinator of resettlement services for the International Institute of Boston, said, "A refugee we registered today with the Boston Housing Authority would have to wait seven or eight years for an apartment."

Sources both in Massachusetts and New Jersey cited political patronage as a factor influencing public housing waiting lists to the detriment of refugees.

Subsidized housing also poses a dilemma for the refugee community. Although a low-income refugee may be able to qualify for a "section 8" housing certificate, finding a landlord willing to rent at the low rates stipulated by the government is difficult.

Wayne Luk, resettlement director for the Center for Southeast Asian Refugee Resettlement, a Hebrew Immigrant Aid Society (HIAS) affiliate in San Francisco, said also that most Southeast Asian refugee families are too large to qualify for section 8 housing, which requires two persons per bedroom and separation of male and female children. Finding such large apartments at the stipulated low rates is nearly impossible.

Federal Cutbacks Shrink Availability of Subsidized and Public Housing Under the Reagan administration, there has been a marked decline in federal support for low-income housing. A 1984 Urban Institute study, The Reagan Record: An Assessment of America's Changing Domestic Priorities, finds a shift in federal low-income housing priorities away from construction subsidies and public housing toward providing vouchers for housing in the existing private market.

Federal housing aid cuts have limited the number of program participants, as well as increasing the share of income a tenant must pay for housing, according to the Urban Institute. The number of newly assisted households has fallen from an average of 300,000 during 1976-80 to 100,000 during 1981-84, the Urban Institute estimates.

The Urban Institute also estimates about one million fewer households receiving housing aid and 300,000 more families living in substandard housing at the end of 1985 than there would have been had pre-1981 policies continued.

Volag Intervention Smooths Tenant-Landlord Relations In Jersey City, with less than a one percent vacancy rate and a continuing influx of New Yorkers looking for housing, refugee service providers are taking an active role in approaching property owner associations and landlords to "sell" their refugee clients. "We tell the landlords that these tenants will pay their rents on time and take good care of their apartments, and we promise to take an active role in helping to manage the tenant-landlord relationship and in seeing that properties are maintained properly," said Scott Wasmuth, resettlement coordinator for the International Institute.

Most service providers mentioned the importance of orienting newly arrived refugees, especially from rural backgrounds, about hygiene and safety standards. Proper garbage disposal, use of ovens and appliances, and supervision of children were frequently mentioned.

Refugees Purchase and Rehabilitate Property Service providers increasingly are exploring the possibility of purchasing property as a way to pool refugee resources and escape the snare of high rents.

In San Francisco, a number of agencies

joined together to form the Indochinese Housing Development Corporation, a private, nonprofit organization that bought and completely refurbished an 82-unit apartment building in the city's heavily refugee-populated Tenderloin district. Developed as a cooperative with active tenant involvement, the building offers decent and safe housing at one of the area's lowest rents for a well maintained property, according to Wayne Luk, who sits on the IHDC board. The cooperative uses rent payments for security and maintenance staff as well as for making mortgage payments.

Funding is a major obstacle to developing such buildings for sponsoring agencies. In fact, most service providers told Refugee Reports of their interest in pursuing such purchases, but typically cited a lack of funds to do so. IHDC raised funds from churches, foundations, the private sector, and the city.

Charles Rinker, who works as a consultant to tenant associations trying to finance the purchase and development of their buildings in the Northern Virginia area, said that when refugees are part of the tenant association, it sometimes makes financing more difficult, because they have more trouble than longer-term residents in establishing positive credit ratings.

Banks Challenged to Provide Loans to Refugees The Indochinese Advocacy Project in Providence, in a coalition with area tenant groups, is successfully challenging the underwriting criteria of area banks that tend to discriminate against refugees.

Making use of the Community Reinvestment Act (CRA), a 1977 U.S. law that requires financial institutions to serve the credit needs of the communities in which they are located, the group meets with area banks to make them aware of the special financial circumstances of the refugee community.

Ray Neirinckx, the lead organizer of the effort, said that the coalition of community groups has been working out an agreement with the Fleet National Bank on the basis of its CRA compliance, leading it to modify the qualification standards for granting mortgages to refugees.

"We are now more sensitive and aware of their needs," said Michael N. Keselica, Fleet vice president and head of the residential mortgage department. "Although, normally, frequent job changes are not looked upon well from the credit point of view, we agreed to take into consideration progressive changes, such as increased responsibility, increased pay, and second jobs." Keselica was quick to point out that the bank maintains its credit standards, while at the same time being more sensitive and creative in looking for alternative ways to determine credit.

The Fleet agreement, which is due to be signed at the end of February, will reduce minimum mortage amounts and commit funds for rehabilitation of abandoned buildings and for the purchase and renovation of multi-family units. The agreement also provides that Fleet will make more conscious efforts to market middle- and low-income loans in the community.

Although there are no civil penalties for failure to comply with CRA regulations to reinvest local deposits in banks' own neighborhoods, federal examiners do keep tabs on compliance. Neirinckx said that the opportune time for community groups to raise the compliance issue is when banks are in the process of acquiring new branches in the local area.

Access to the American homeowning mortgage system also involves educating refugees about the advantages of taking loans to finance home purchases. Wasmuth said he tries to convince his clients that they can get financial breaks by moving from the cash society with which they are familiar to the American system where they can take advantage of tax write-offs and other investment incentives.

Refugees Organize to Challenge Slum Landlords Although most people involved with low-income groups agree that cooperatives and other ownership schemes are the best ways to introduce stability and fairness to a neighborhood, many tenants are faced with the more immediate problems of dealing with absentee landlords who fail to provide basic services.

While most service providers note that refugees are reluctant to confront landlords, others relate instances where anger and frustration boil over.

The Cambodian Society of Rhode Island, however, channeled anger into an organized response to deplorable housing conditions. After a landlord's repeated refusal to respond to 57 housing code violations, such as vermin, lack of heat, and poor plumbing, the Cambodian tenants of one building put their rent into an escrow account with the help of Rhode Island Legal Services.

The Cambodia Society then began managing the property itself, paying utility bills and making repairs. A suit filed in district court on behalf of the refugees is trying to force the city to start its own escrow account for the rent money, which in early February it announced it would do. "So far the city of Providence has done nothing for the neighborhood," said Guy Azza, technical advisor to the Cambodian Society of Rhode Island, "but we are still hoping that the city will force the owner to give up the property."

The responsiveness of landlords to tenant complaints, as well as related issues of rising rents, are factors of the law of supply and demand. In areas with available housing stock, rents remain stable and conditions satisfactory. However, in those areas with housing shortages, even measures such as rent control are either circumvented or simply force more apartments out of the rental market. "The only viable solution," said World Vision's Lier, "is the creation of more housing units."

Update

° The review of 629 Cambodian cases at Khao I Dang, Thailand, rejected for U.S. resettlement has been completed. Meeting from November 19 to January 29, the review panel affirmed 562 of the rejections and reversed 59, a reversal rate of 9.4 percent. Eight cases were deferred for further processing. The review panel was composed of INS and State Department officials and a representative of the Joint Voluntary Agency in Bangkok.

The cases reviewed, about 20 percent of the entire denied case load at Khao I Dang, represented those for whom there was the greatest likelihood of finding mistakes in the original decision, according to INS. For the rest, officials say there is very little possibility that the denials were in error. There are no plans for a further review program at this time. However, INS officials said, if anyone has new evidence pertinent to a case, it should be directed to the officer-in-charge in Bangkok for review.

° In January, the Thai government agreed to allow the United States, Canada, and Australia to resume resettlement processing in Thailand's "humane deterrence" camps for Lao refugees. Processing began in February at Na Pho, which houses some 35,000 refugees, most of them lowland Lao, and at Chiang Kham, which houses over 11,000, almost all highlanders.

State Department sources said the numbers being processed are not high yet, but that there is considerable interest among the lowland Lao in resettlement to the United States. Interest in resettlement among Chiang Kham's Hmong remains low, but some observers have suggested that it may grow because of the camp's poor conditions.

The 41,000 refugees at Ban Vinai, mostly Hmong, continue to be eligible for resettlement interviews, but interest there is reportedly negligible.

The Lao refugees are now the largest remaining pool of refugees eligible for U.S. resettlement under current U.S. policies. Of 5,600 Southeast Asian refugees transferred in the first quarter of FY 86 to refugee processing centers for eventual U.S. resettlement, 2,838 were Lao.

° A U.S. Commission on Civil Rights study of violence, harassment, and intimidation of Asians and Americans of Asian descent is nearing completion. The report (See Refugee Reports, Vol. V, No. 19/20) will be submitted to the commissioners for approval once staff work is completed around the end of March. Publication of the final report is projected before the end of September. Commission staff feels it will be an important report, making clear that there is a problem of anti-Asian behavior in the United States and shedding light on the nature of the problem. The report's importance lies in the exhaustive evidence it presents and the attention the commission's concern will bring to the problem at a national level.

° In response to congressional concern, the U.S. General Accounting Office (GAO) has completed a review of State Department management and voluntary agency use of federal refugee resettlement funds. Comments have been received from the State Department and voluntary agencies, and the GAO report is awaiting final internal approval.

According to GAO staff, the study found that most refugees are receiving the services required by the cooperative agreement between the State Department and voluntary agencies, but confusion about the goals of the refugee resettlement program remain.

The report will recommend that the State Department, with Congress, should clarify and restate those goals and develop measurable standards for evaluating voluntary agency performance. GAO staff said that because the cooperative agreement specifies that the ultimate goal of the refugee program is self-sufficiency and employment as the result of core services, a key question to resolve is whether the standard should involve employment within the 90 days agencies provide core services or as a longer-range objective. The report is expected to be issued in March.

° The Congressional Task Force on American Prisoners of War and Missing in Southeast Asia, chaired by Rep. Gerald Solomon (R-N.Y.), returned from a visit to Southeast Asia on February 18. While the main purpose of their trip was discussion of the MIA issue with Vietnamese officials in Hanoi, members of the delegation raised U.S. concerns about the Orderly Departure Program (ODP), Amerasians, and reeducation camp prisoners. Vietnamese officials expressed willingness to meet with U.S. representatives in March to discuss resumption of ODP interviewing. They reiterated their concern that reeducation prisoners, if released for U.S. resettlement, might engage in political activities against the government of Vietnam.

Flights continue to take Vietnamese already approved for ODP from Ho Chi Minh City to Bangkok. According to State Department sources, while enough people have been approved to fill flights for some time, all Amerasians for whom processing has been completed will have left Vietnam sometime in March. No further Amerasian departures will be possible unless ODP interviewing resumes.

° Interviewing for U.S. resettlement of the land Vietnamese at Site 2 in Thailand near the Cambodian border has begun, but no results are available yet.

° The independent panel appointed by Secretary of State George P. Shultz to review the Southeast Asian refugee situation is completing its work and is expected to deliver its report in March. The panel is headed by Robert Ray, former Iowa governor.

° Following two months of widespread popular protest against his government, Jean-Claude Duvalier, "president-for-life" of Haiti fled to France aboard a U.S. Air Force jet on February 17, ending his family's 28-year rule. The effect of Duvalier's demise on Haitians in the United States and on the flow of Haitians by boat from the Caribbean island nation remains unclear.

In September 1981, the United States began a program to interdict Haitians at sea; the U.S. Coast Guard stops and boards boats with Haitians aboard, an INS officer questions them, and, if they express no fear of persecution, they are returned to Port-au-Prince, Haiti. As of February 15, 6,806 Haitians have been interdicted, and none have been brought to the United States to pursue asylum claims. In 1985 alone, 3,558 Haitians were stopped; 122 were brought to the United States, mostly for medical reasons. Through February 15, 953 Haitians had been interdicted in 1986.

Reports from the Haitian communities in Miami and New York, as well as from Haitians in detention, suggest that people are interested in returning to Haiti, but are adopting a wait-and-see attitude because of concerns that the new government in Haiti is dominated by people active in the former Duvalier government.

° The Los Angeles City Council reversed its official "City of Sanctuary" declaration on February 7 by an 11 to 1 margin. The campaign to rescind the Nov. 27 council resolution was actively promoted by Harold Ezell, western regional commissioner of the Immigration and Naturalization Service, according to press reports, and included a petition drive for a ballot initiative to overturn the resolution. After rescinding the original resolution, the council unanimously passed a new, compromise resolution directing city employees to provide services without regard to a person's immigration status and urging passage of federal legislation for a temporary stay of deportation for Salvadorans in the United States. While language declaring Los Angeles a "city of sanctuary" was dropped, the revised resolution added a new provision creating a task force to study the effects of undocumented aliens on Los Angeles and to recommend an immigration policy for the city.

• The U.S. Senate ratified the International Convention on the Prevention and Punishment of the Crime of Genocide on February 19, after a 37-year deadlock. The treaty declares genocide to be an international crime. The Senate's approval included a reservation allowing the United States to exempt itself from the jurisdiction of the World Court in cases stemming from the treaty.

Recent Developments

PROPOSED FY 87 BUDGET--GOOD NEWS, BAD NEWS, OR NO NEWS FOR REFUGEE PROGRAM

The FY 87 budget proposal that President Reagan released on February 5 would have mixed effects on the U.S. refugee program. The State Department's refugee assistance program, which includes the resettlement budget, would be increased from FY 86 levels. But the Office of Refugee Resettlement would face substantial budget cuts.

However, congressional reaction has made it clear that there is little chance the president's budget will be accepted by Congress. Prospects for Congress agreeing on an alternative do not appear much greater.

The new Gramm-Rudman-Hollings deficit reduction law mandated automatic spending cuts if Congress and the president fail to agree on a budget which meets deficit targets specified in the law. While it is unclear how those cuts would affect specific programs, they have been a source of concern for those involved with the refugee program. They would almost certainly mean far greater reductions in the FY 87 refugee admissions ceiling than the level upon which the State Department's proposed budget is based.

The possibility of automatic cuts, too, has been thrown into doubt; on February 7, a panel of three federal judges unanimously declared unconstitutional the part of the Gramm-Rudman-Hollings law providing for the automatic cuts. That process will, though, remain in effect until the Supreme Court rules on the panel's decision.

State Department Refugee Budget Would Increase The administration proposes a FY 87 budget authority of $348 million for the State Department's refugee assistance program. The estimated FY 86 spending authority, after cuts provided by the Gramm-Rudman-Hollings law, is $324 million.

The $348 million level assumes FY 87 refugee admissions of 63,000. It also includes authority for assistance to refugees overseas, through international organizations, and related activities, including assistance to refugees immigrating to Israel.

The proposed FY 87 budget also includes $25 million to replenish the emergency refugee and migration assistance fund. The fund, which allows the president to provide assistance in unexpected emergency refugee situations, was largely spent in FY 85 in response to the African famine; there was no FY 86 authorization for the emergency fund. The FY 87 total for regular and emergency refugee assistance would be $373 million.

ORR Cuts Proposed for FY 86 and 87 For the Office of Refugee Resettlement, the administration proposes substantial FY 87 budget reductions from the FY 86 level. But it also proposes reductions in the current FY 86 appropriation. Congress appropriated $428 million for FY 86 refugee and entrant assistance in a continuing resolution.

For FY 86, in addition to an $18 million reduction--money sequestered in FY 86 as a result of the Gramm-Rudman law--the administration proposes rescinding $88 million from the FY 86 appropriation.

This reduction would be accomplished by curtailing or eliminating programs that the Department of Health and Human Services budget document states "were helpful in 1980 when the influx of refugees was very large and immediate but which are no longer necessary now that the flow of refugees is much smaller and relatively stable."

Specifically, the budget for state-administered programs, or social services, would be cut by $24 million, and targeted assistance and educational assistance for children would be eliminated.

The administration proposed eliminating authorization for targeted assistance in its FY 86 budget proposal, but the continuing resolution maintained the appropriation for it. In proposing to rescind the appropriation for targeted assistance, the administration points out that existing grants are expected to last well into FY 87 so that no additional funding is necessary for FY 86.

Legislation Would Change Cash and Medical Assistance The FY 87 budget would continue to reflect the elimination of targeted assistance and educational assistance for children. Further reductions would be accomplished by changes in cash and medical assistance which would require legislation.

One legislative proposal would move financing for refugee cash and medical assistance from the Aid to Families with Dependent Children (AFDC) and Medicaid programs to the refugee program. This would actually add $109 million to the refugee assistance budget, an increase entirely offset by decreases in the AFDC and Medicaid accounts.

According to the administration's budget document, the change would put refugee cash and medical assistance in an account with eligibility rules "tailored to refugee circumstances. This will enable resettlement organizations to better meet the needs of the refugee population and encourage early self-sufficiency."

Reimbursements to States Would Be Reduced

The second legislative proposal would limit to 18 months the period for which the federal government reimburses states fully for aid to refugees. States now receive full payment for cash and medical assistance to refugees during their first 36 months.

This change would reduce the FY 87 federal refugee assistance budget by $30 million without actually reducing benefits provided to refugees, according to the administration budget document. "States would pick up a greater share of the costs."

According to the HHS budget document, the change is "to further encourage states to take advantage of refugees' strong desire to work and to become independent financially." The proposed change is seen as part of a pattern of mounting pressure throughout the refugee program to achieve early employment for refugees.

Altogether then, the proposed FY 87 budget authority for refugee and entrant assistance is $374 million. The HHS budget notes that this is an increase of $52 million compared to the requested level for FY 86. The FY 86 request, however, includes $106 million in cuts--the Gramm-Rudman sequestration of $18 million plus the proposed rescission of $88 million--from the $428 million originally appropriated by Congress; the FY 87 proposal includes a $109 million increase which is actually a transfer from the AFDC and Medicaid accounts.

INS OAKDALE DETENTION CENTER TO OPEN

Dedication of the new Immigration and Naturalization Service detention facility in Oakdale, Louisiana is scheduled for March 21. The facility will have 1,000 beds.

A class action suit challenging the denial of detainees' right to counsel, which the suit said would result inevitably from holding them in Oakdale, was dismissed in federal court in August 1985.

The suit was filed by a national class of current and future detainees, 16 attorneys, and 12 legal groups from Arizona, California, Texas, Louisiana, Florida, and New York. It held that legal counsel could not be provided for detained aliens in the remote location of the Oakdale facility, particularly for aliens with connections and perhaps legal representation already established elsewhere.

The suit was dismissed because the court held that the plaintiffs themselves could not claim to be injured, but were acting on behalf of others who might later be injured.

Availability of Legal Services Remains Issue According to Robert Schmidt of INS Detention Operations, legal assistance is already developing in Oakdale, and lawyers are making themselves available to provide pro bono counsel.

However, Arthur Helton, director of the Lawyers Committee for Human Rights Political Asylum Project, said that Oakdale has only five practicing lawyers and that a survey of lawyers in the area drew only two responses from lawyers willing to take immigration cases on a pro bono basis.

Helton said that the Louisiana Bar Association had studied the prospects for a pro bono project in regard to the Oakdale facility and had determined that it was not feasible. Adding that Oakdale is 200 miles from Houston or New Orleans and an hour from each of three small cities, Helton said that any optimism about legal assistance for detainees at the new center is based on speculation that more lawyers may go there once it is open.

Oakdale Designed for Long-Term Detention

The Oakdale center will be jointly administered by INS and the Bureau of Prisons, which will be responsible for management of custody and programs, including food, health, and recreation.

The Oakdale facility is like other INS detention centers, but more modern and better suited for long-term detention, Schmidt said. The average length of detention has gone from 1.7 days to 10 days in recent years, and many aliens remain in detention for as long as three or four months, he added.

The population in INS detention is composed largely of aliens in exclusion proceedings and those in deportation proceedings who are deemed a bail risk or a danger to the community and, thus, are not released on bond. Aliens who have surrendered for deportation are included in the population detained by INS.

INS Detention Facilities Overcrowded The Oakdale facility will reach its capacity gradually and will include new detainees as well as detainees transferred from other locations.

Schmidt said the facility will relieve overcrowding in other INS centers and allow INS to reduce contracting with state and local jails, which is done on a costly per diem basis. In FY 85, 904 such jails were used for INS detentions, down from 1,100 in FY 84, according to Schmidt; the conditions in many of these jails, where INS detainees are held with the regular jail population, are often very difficult, he added.

Helton acknowledged that INS detention facilities are overcrowded, but sees Oakdale as a reflection of the policy which has caused the crowding. Helton called Oakdale, which will be the largest INS detention facility in the country, "the flagship of this administration's new commitment to detention as a deterrence measure, to encourage people, by imprisonment, to leave, or never come, to the United States." For asylum seekers, Helton said, this means returning to violence or possible persecution.

The administration's detention policy, Helton said, "is an expensive policy fiscally and humanly."

Center Will Hold Variety of Detainees

The Oakdale facility will house long- and short-term detainees whose cases are being processed there, as well as "room-and-board" cases waiting for appeals to be heard in various jurisdictions, Schmidt said. The facility will have courtrooms, immigration judges, and trial attorneys.

There is also a transient barracks for overight stays of aliens being taken from the northern or eastern states to the Mexican border for deportation or voluntary departure.

As a result of a measure passed by Congress in the October budget amendment, an additional section is being constructed at Oakdale to house some 300 Mariel Cuban convicted felons, Schmidt said. That section will not be ready until late 1986.

INS PROPOSES RULE ELIMINATING 72-HOUR NOTICE TO ALIENS FACING DEPORTATION

Aliens facing deportation may lose the 72 hours of prior notice current policy gives them before surrendering for deportation.

A rule proposed by the Immigration and Naturalization Service (INS) would eliminate the requirement that the Service provide aliens under a final deportation order with notice to surrender for deportation 72 hours prior to their expulsion from the United States.

Citing a 1984 statistical study which found that 76 percent of aliens ordered to surrender for deportation fail to do so, "many of them after lengthy appellate procedures that had been resolved in favor of the service," INS announced the proposed change in the January 28 Federal Register. Under the proposed rule, INS would assume custody of the alien at the time a final deportation order is issued.

Once in custody, the alien would be held at least 72 hours before expulsion in order to ensure due process. When that time period is up, the alien would be removed from the United States without further notice.

INS Says Aliens' Failure to Surrender Frustrates Administration of Laws The INS announcement said the 72-hour advance notice rule was established in 1967 and was procedural, not substantive and not required by constitutional due process or statute. "A principal purpose of the rule was to permit aliens under a final order of deportation a reasonable period of time to arrange personal affairs before removal," the announcement states.

This consideration was overweighed by the evidence of failure to surrender for deportation, which "impedes the orderly and just administration of the immigration laws...and encourages disrespect for the immigration judges and appellate courts," according to the INS announcement. Ignoring the high number of absconders by continuing the present rule would be "both costly and ineffective," the announcement says.

Proposal Raises Concerns The INS announcement is somewhat inaccurate, according to *Interpreter Releases*, the immigration law weekly. While INS states that the 72-hour advance notice rule was published in 1967, the January 31 *Interpreter Releases* states that minor changes were made then, but the "requirement originated in 1961 in response to the embarrassment generated by the service's action in a number of cases in swooping down without notice upon aliens under final deportation orders and summarily deporting them."

Referring to the INS description of one of the present rule's principal purposes, *Interpreter Releases* states, "Seventy-two hours after entry of a final deportation order scarcely seems an adequate period of time in which to arrange personal affairs, especially where the alien has been in the United States for a long period and has acquired property and has formed close relationships here." It would be more accurate to say that the principal purpose of the notice requirement was to assure the alien of "a limited period of time in which he would have an opportunity, if he chose, to consult his attorney and initiate proceedings for judicial review of the final deportation order," the *Interpreter Releases* article adds.

Given the fact that very few aliens subject to final deportation orders take advantage of the opportunity to petition for judicial review within six months of the final order, *Interpreter Releases* concludes, "it is safe to predict that promulgation of the proposed rule as a final rule will have the effect of further curtailing the opportunity for judicial review."

Comments on the proposed rule must be received by INS by March 31, 1986, and should be submitted, in duplicate to the Director, Policy Directives and Instructions, Immigration and Naturalization Service, 425 I Street NW, Room 2011, Washington, D.C. 20536.

STATE DEPARTMENT REPORTS ON HUMAN RIGHTS PRACTICES

The U.S. State Department released *Country Reports on Human Rights Practices for 1985* in February. The 1,440-page report is a detailed survey of human rights practices throughout the world. Reports on each country include sections on the status of various rights, such as freedom from political killings, disappearances, torture, arbitrary arrests and detention, or denial of fair trials, free speech, peaceful assembly, and religious practice.

Of particular interest to monitors of refugee situations are sections on freedom of movement within a country, foreign travel, emigration, repatriation, and exile. The report also gives an account of U.S. bilateral and multilateral loans and grants to those countries receiving U.S. aid.

Below are excerpts from selected reports. All material is quoted directly.

Afghanistan Legal emigration is virtually impossible, but large numbers continue to seek refuge abroad. Families caught attempting to leave the country have been arrested, shot, or bombed by Soviet or regime aircraft patrolling Afghanistan's borders. (p. 1170)

Cambodia Death in captivity due to torture or other mistreatment is common, according to testimony of former prisoners.... In Vietnamese-controlled areas, forced labor is common. The Vietnamese and the Heng Samrin regime have systematically conscripted Khmer civilians from throughout Cambodia for work on military-related projects in or near combat areas along the Thai-Cambodian border.... The Khmer Rouge also require labor from all individuals under their control and prevent them from leaving, either to return to areas controlled by the Vietnamese or to join the non-Communist Khmer resistance groups.... Only a few top Heng Samrin regime officials travel abroad. Other Khmer seeking to leave the country flee to the border to try to enter Thailand, and the Heng Samrin regime routinely imprisons those caught attempting to do so. (pp. 728-731)

El Salvador The continuing armed conflict has displaced an estimated 525,000 persons within El Salvador, primarily from the northern and eastern departments. The United Nations High Commissioner for Refugees lists another 35,654 Salvadorans as refugees outside El Salvador in Central America, with 20,000 in Honduras. An estimated 200,000 may be living in Mexico, and as many as 750,000 undocumented Salvadorans are in the United States. The Government, international organizations, and private voluntary organizations assist the internally displaced. The Government has imposed no control on emigration and has assisted amnesty beneficiaries who wish to emigrate after release. It also assists displaced persons and others wishing to return to El Salvador to reintegrate into society. (p. 527)

Ethiopia Ethiopia's record on human rights is deplorable, and 1985 saw no improvement.... In November 1984, the Government began a massive and forced resettlement of famine victims, especially from the northern regions to other parts of the country. To date, this program has involved the removal, transport, and resettlement of over 500,000 persons, and resettlement of one million more is planned. Many of these persons have been forcibly rounded up in their villages, at relief camps, and at feeding sites and confined under armed guard at "transit camps." From these camps, they have been transported by Soviet-supplied aircraft in extremely crowded conditions to airbases, usually near Addis Ababa, and then transported overland in trucks and buses under armed guard to resettlement sites. These sites are located in primitive wilderness areas totally lacking in basic health, sanitation, and other essential services. (pp. 103-107)

Iraq Iranian military deserters and civilians who fled to Iraq during the war have been detained and sometimes mistreated. Most of these people reportedly came to Iraq, after long and hazardous journeys through Kurdistan, in response to Iraqi propaganda promising good treatment and easy access to third countries. In response to the decrease in such Iraqi propaganda, the numbers of new arrivals at refugee camps have lessened. There have been frequent allegations that some have been shot or beaten with rubber hoses and metal cables. Some Iranian refugees reportedly have been coerced to collaborate with Iraqi propaganda despite the danger to family members in Iran. When, after many months, these emigres are designated "political refugees," their treatment improves and outside organiizations gain access to them. (p. 1247)

Nicaragua During 1985, thousands more Nicaraguans left the country. The Governments of Honduras and Costa Rica estimate the number of Nicaraguans in those countries at around 200,000, with another 200,000-250,000 in the United States, Mexico, and other Latin American countries, although the number granted refugee status is considerably smaller. Continued fighting and conscription, military induction of men up to age 40 for reserve units, and deteriorating economic and political conditions generate large outflows to neighboring countries. Nicaraguans who have fled the country and then choose to return appear not to face penalties.... On March 10, 1985, President Daniel Ortega announced that the Government would begin new forced evacuation of thousands of peasants from the northern countryside. He then stated that 7,000 families would be affected. The head of the government social service agency later estimated that 50,000 people would be moved in 1985, as part of a program that could affect 200,000-250,000 people. (p. 632)

USSR Jewish emigration continued at severely restricted levels in 1985. The total for the year, 1,140, was up only slightly from 1984. Despite worldwide concern and condemnation, by year's end there was still no clear sign that Soviet authorities intended to increase the level of emigration. Many Jews have waited in vain for more than 10 years for permission to emigrate. Jewish sources estimate that there are still more than 200,000 Jews who possess the letters of invitation (vyzovs) from Israel necessary for application to emigrate. (p. 1133)

How to Order the Report A limited number of copies of the report are available free of charge from the Documents Clerk, Senate Foreign Relations Committee, Rm. SD-423, Dirksen Building, Washington, DC 20510. When ordering from the Superintendent of Documents of the Government Printing Office, Washington, DC 20402, a payment of $22 is required. Refer to stock number 052-06081-6 when ordering.

Projects and Programs

GROUPS HELP SEARCH FOR MISSING CAMBODIANS

When Chea Sary (not his real name), with his wife and two children, crossed the border from Cambodia into Thailand in 1978, he lost all track of his mother and father. During the first year of his four-year stay at a Thai refugee camp, Sary learned that his father, a farmer, had died of starvation while imprisoned by the Khmer Rouge.

In 1982, Sary and his family resettled in the United States. The whereabouts and condition of his mother remained unknown to him. Though Sary received sporadic reports from friends still in Cambodia that his mother had entered Thailand, all news had dried up by January 1985, and he presumed his 66-year-old mother had died.

But four months later, through the work of a Quaker group, and the diligence of the International Red Cross tracing office in Bangkok, Sary's mother was found alive in Bang Phu refugee camp.

That she was found at all was extraordinary. The violence and chaos of Pol Pot's regime, which caused two million deaths, also forced four to five million Cambodians to become separated from someone in their family. By 1979, the maelstrom surrounding Cambodia's genocide had dispersed survivors throughout Cambodia, Southeast Asia, and North America.

Some, like the Sarys, languished in refugee camps, but were eventually able to come to the United States. The Sarys resettled in Pennsylvania with the sponsorship of the Wrightstown Friends Meeting who, together with Lutheran Family Services of Pennsylvania, had already resettled other Southeast Asian families.

Poster Developed and Sent to Thailand
When word of Sary's search for his mother got around, the Wrightstown Friends formed a committee to take an active role in aiding him. A committee member who had recently seen the film, "The Killing Fields," called Sidney Schanberg, on whose story the movie was based, at his New York Times office. Schanberg's assistant, Fred Thompson, suggested the caller contact the International Rescue Committee.

According to Arthur Wallenstein, a member of the Wrightstown Friends committee, the call to IRC was of immeasurable value. Wallenstein said IRC was "most helpful" in guiding the committee toward specific refugee agencies in Thailand.

Next the committee developed the idea of producing a poster with a large color photograph of Sary's mother and a description of her last known location and destination. The idea came from a member who worked in prison administration. Recalling the effectiveness of prison "escape posters" in locating escaped convicts, he reasoned a similiar device might be useful in this situation.

On April 5, 1985, 100 posters were mailed to three offices in Bangkok identified by the IRC as being of potential assistance: the U.S. embassy; the UN Border Relief Operation; and the International Committee of the Red Cross (ICRC). IRC cautioned the committee that it could take one or two years before Sary's mother was located, if ever.

Mother Located in Bang Phu On May 8, the ICRC tracing office informed the Wrightstown Friends that Sary's mother had been found in Bang Phu camp.

The group barely had time to celebrate before new worries set in. Bang Phu closed in the summer of 1985, and most of its inhabitants were relocated to another camp on the Thai-Cambodian border, Site 2. After the move, the committee lost contact with Sary's mother again.

But late in the summer, she was spotted at Site 2 by a CARE worker who recognized her from one of the posters. Once again, the ICRC confirmed her location.

Unfortunately, her troubles have not ended. Ill and frail, she still waits in Thailand, one of 230,000 Cambodians along the Thai border who are, for the most part, ineligible for resettlement interviews.

Missing Relatives: A Legacy of Khmer Rouge Regime The search for Sary's mother illustrates an enduring legacy of the Cambodian holocaust. As Rene Pan, a leader of Minneapolis/St Paul's 7,000-member Cambodian community, said, "Almost every Cambodian is missing a relative." She herself cannot find her husband, a former Cambodian minister of health.

The number of Cambodians who are still searching for relatives is difficult to assess. Barbara Williams of Church World Service's Indochina Processing Department said she receives few such requests and she couldn't remember the last time a request of this kind had come to her attention. And Robert DeVecchi, IRC director, said that although IRC received numerous requests from recently resettled Cambodians for help in locating relatives during 1981-1982, by now most had either established contact with their families or given up.

But two organizations with strong ties to Cambodian communities in the United States and abroad, the American National Red Cross and Khmer Health Advocates, Inc., continue to add to their lists of names and addresses of Cambodians who are either missing or looking for a relative. The two groups handle thousands of written requests annually, from those in the United States and abroad, who haven't quit searching.

Red Cross Tracing Service Maintains Large Data Base Cambodians who contact the American Red Cross's Tracing Service in Washington gain access to the largest data base of Cambodian names available in the United States. Nhu Van Vu, coordinator of the service, said that his office now has the names of 450,000 Southeast Asians and Ethiopians. Included are the names of 97 percent of the 145,000 Southeast Asians who arrived in the U.S. during 1975, and 60 percent of the 750,000 Southeast Asians admitted to the U.S. after 1975. He said his office currently receives between 30 and 50 "location requests" from Cambodians daily.

Requests can originate from any of the 3,000 local Red Cross chapters scattered throughout U.S. cities and towns, where 129,000 Cambodian refugees have resettled since 1975. They can come from Red Cross societies active in Thailand refugee camps, or from the ICRC office in Bangkok.

The Bangkok tracing office of the ICRC, the same one that located Sary's mother, handled location requests concerning 7,791 persons, mostly Cambodians, during 1984, according to ICRC's 1984 annual report. These requests came from refugee camps in Thailand and from abroad. The report notes that 173 Cambodians were reunited with family members inside camps or in the "frontier zone" during 1984.

Name Confusion Common According to Vu, the information most important to the Red Cross tracing service is a missing person's name, hometown, names of all relatives, and last known location. The widespread use of nicknames and variations in spellings of names by Cambodians make accurate cross-checking difficult, Vu said. The accuracy of Red Cross records also suffers because Cambodians in the United States often do not report to the Post Office when changing their address, Vu added; he urged all Cambodians to do so.

Despite these difficulties, Vu said his office is able to locate 29 percent of all refugees for which requests are filed, including Cambodians. He points out that this is a remarkable achievement considering that no records exist for the three to four million Cambodians who survived the Pol Pot years, but didn't leave Cambodia.

Connecticut MAA Launches Family Search Effort. A new project of the Khmer Health Advocates, a Cambodian mutual assistance association in Hartford, Connecticut, has also enjoyed some success in locating missing Cambodians, according to Mary Scully, project director. She said the Cambodia Family Search Project began when the MAA started receiving ten requests every month from Cambodian refugees in Thai camps.

Eventually, the MAA's newsletter, originally designed to convey health information, began to serve as a conduit for tracing news. Now the newsletter informs 2,000 readers of additions to the group's computer list of 5,000 Cambodian names and addresses. Five thousand more have contacted the group, but their names still need to be added, Scully said.

Scully also cited confusion over names as being a major stumbling block to the prompt resolution of tracing requests. In Cambodia, brothers and sisters use nicknames, last names are changed at random, and there is wide variation in the spelling of common names, Scully said.

Nonetheless, the Family Search Project recently located six people, four of whom were thought by family to be dead, in refugee camps in Thailand, according to Scully. And every life found brings hope of reunification.

For further information about the programs described above, contact: Mary Scully, Khmer Health Advocates, Inc., Cambodia Family Search Project, P.O. Box 14703, Barry Square Office, Hartford, CT, 06114; Nhu Van Vu, Coordinator, American National Red Cross, 17th and D Sts., NW, Washington, DC, 20006; or Arthur Wallenstein, Wrightstown Friends Meeting, Box 163, Doylestown, PA, 18901.

Resources

HAITI: A COMPREHENSIVE EXAMINATION

A collection of essays by 25 leading authorities on Haiti analyzes what the editors call that Caribbean nation's "abysmal underdevelopment."

The 404-page study includes a section on migration, as well as treatments of culture, language and education, rural development, politics, and economics.

Haiti--Today and Tomorrow: An Interdisciplinary Study is available for $17.75 paperback, or $30.00 hardback, from University Press of America, and can be ordered from local bookstores.

STUDY FINDS ACHIEVEMENTS, BUT DISPARITIES AMONG ASIAN AMERICANS

Today's Asian Americans are generally outperforming the U.S. white majority in the classroom and workplace, but the Vietnamese refugee segment of that population is still lagging behind the white population on all socioeconomic and educational scores, according to a new study by the Population Reference Bureau.

Although based primarily on data obtained on Asian Americans in the 1980 census, thus excluding refugees admitted under the 1980 Refugee Act, Asian Americans: Growth, Change, and Diversity also examined special surveys of Vietnamese refugees. Other Southeast Asian refugee groups were not included in the study.

The study confirmed the exceptional academic performance of Asian Americans, finding them to outperform every other U.S. ethnic group. All of the Asian-American groups, except the Vietnamese, had high school completion rates as high or higher than whites; 35 percent of adults were college graduates, compared to 17 percent of white adults.

Data from the 1980 census also reveal that Asian-American men and women, in almost all cases, have labor force participation rates as high or higher than white men and women. Unemployment rates for Asian Americans were found to be below the rates for whites, except for Vietnamese, whose unemployment rate of 8.6 percent was still substantially lower than the black rate of 11.8 percent.

"Asian Americans are not homogeneous and some groups still lag behind, particularly 'second-wave' Indochinese refugees arriving since 1978," said the report, "but with their strong family support and dedication to education and work, Asian Americans are likely to assimilate like other immigrant groups before them."

The 43-page report is available for $5.00 from the Population Reference Bureau, Inc., 2213 M St., NW, Washington, DC 20037. (202) 785-4664.

REFUGEE BIBLIOGRAPHY AVAILABLE

A supplementary bibliography for new materials received since December 1984 is now available from the Refugee Materials Center. Included are materials gathered by the Office of Refugee Resettlement relating to non-Southeast Asian refugee groups.

To obtain free single copies, contact the Refugee Materials Center, 324 E. 11th St., 9th Floor, Kansas City, MO 64106. (816) 374-2276.

Statistics

FY 86 REFUGEE ARRIVALS* BY STATE OF RESETTLEMENT AND COUNTRY OF ORIGIN AS OF DECEMBER 31, 1985

STATE	YTD FY 86	STATE	YTD FY 86
ALABAMA	65	NEW JERSEY	185
ALASKA	12	NEW MEXICO	27
ARIZONA	165	NEW YORK	1,072
ARKANSAS	24	NORTH CAROLINA	181
CALIFORNIA	4,516	NORTH DAKOTA	20
COLORADO	173	OHIO	150
CONNECTICUT	140	OKLAHOMA	129
DELAWARE	3	OREGON	201
DIST OF COLUMBIA	92	PENNSYLVANIA	483
FLORIDA	291	RHODE ISLAND	118
GEORGIA	254	SOUTH CAROLINA	14
HAWAII	63	SOUTH DAKOTA	28
IDAHO	120	TENNESSEE	258
ILLINOIS	655	TEXAS	1,031
INDIANA	64	UTAH	189
IOWA	194	VERMONT	3
KANSAS	129	VIRGINIA	455
KENTUCKY	112	WASHINGTON	613
LOUISIANA	169	WEST VIRGINIA	3
MAINE	78	WISCONSIN	130
MARYLAND	224	WYOMING	9
MASSACHUSETTS	674	AMERICAN SAMOA	0
MICHIGAN	229	GUAM	0
MINNESOTA	449	JOHNSON ATOLL	0
MISSISSIPPI	69	NO. MARIANNA ISLANDS	0
MISSOURI	249	MIDWAY ISLANDS	0
MONTANA	10	PUERTO RICO	0
NEBRASKA	34	TRUST TERRITORIES	0
NEVADA	69	VIRGIN ISLANDS	0
NEW HAMPSHIRE	1	WAKE ISLANDS	0
		UNKNOWN	0
		TOTAL YTD FY 86	14,626

COUNTRY	BIRTHPLACE	CIT.°	COUNTRY	BIRTHPLACE	CIT.°
AFGHANISTAN	646	620	SOUTH AFRICA	1	2
ALBANIA	6	5	SYRIA	4	8
ANGOLA	2	3	TAIWAN	13	0
AUSTRIA	1	0	TANZANIA	1	0
BOTSWANA	2	0	THAILAND	1,491	2
BULGARIA	21	20	TURKEY	2	6
CAMBODIA	3,351	4,612	USSR	201	184
CHINA	149	15	VIETNAM	5,056	5,281
CUBA	1	1	YUGOSLAVIA	2	1
CHECHOSLOVAKIA	290	287	ZAIRE	1	0
ETHIOPIA	153	150	ZAMBIA	1	0
FRANCE	2	0	UNKNOWN	0	237
GERMANY (FED.REP.)	9	1	OTHER	6	0
GREECE	2	0			
HONG KONG	26	0			
HUNGARY	125	127			
INDONESIA	49	0			
IRAN	704	667			
IRAQ	73	73			
LAOS	952	1,192			
LEBANON	2	0			
LIBYA	1	1			
MALAWI	4	4			
MACAO	1	0			
MALAYSIA	11	0			
NAMIBIA	4	4			
PAKISTAN	19	0			
PHILIPPINES	87	0			
POLAND	750	728			
ROMANIA	404	395			
			TOTAL FOR YTD FY 86	14,626	14,626

* This report is based on documents from the Refugee (formerly ACVA) Data Center, ICM and other federal agencies available on the above date and may not include information on all refugees in the categories reported.

° Note: Children born in refugee camps are assigned citizenship of parents. Citizenship information is often lacking, especially for non-Southeast Asians.

SOURCE: U.S. Office of Refugee Resettlement.

Editorial comments and inquiries should be sent to: *Refugee Reports,* 815 Fifteenth Street NW, Suite 610, Washington, DC 20005. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, Sunbelt Fulfillment Services, P.O. Box 41094, Nashville, TN 37204. (615) 377-3322.

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Volume VII, Number 3 March 21, 1986

REGIONAL CONSULTATION REVIEWS FUTURE OF REFUGEE RESETTLEMENT

The next years of refugee resettlement will be defined by a dwindling pool of refugees eligible for admission to the United States and dwindling federal funds to meet the needs of even those already resettled. That was the message administration officials delivered in Atlanta February 25-26 at the first of six regional consultations sponsored by the Office of Refugee Resettlement. The theme of the consultation series is "Refugee Resettlement: A New Decade."

Doug Hunter, director of reception and placement for the State Department's Bureau for Refugee Programs (BRP), analyzed the prospects for refugee admissions in light of federal budgetary pressures and the changing population of refugees in first asylum, particularly in Southeast Asia.

The Gramm-Rudman-Hollings deficit reduction law will, Hunter said, have an immediate impact on FY 86 admissions. The $15 million cut imposed by Gramm-Rudman-Hollings in BRP's FY 86 budget will have to come mostly from admissions, he said. Overseas assistance provides for refugees' survival needs--food, shelter, medicine--through international organizations already experiencing a fiscal crisis. As a result, the FY 86 admissions ceiling will be reduced from the initial 67,000 to a maximum of 64,000, Hunter said.

The administration's FY 87 budget proposal includes funding for admission of 63,000 refugees. However, the House has already rejected the president's budget; if no alternative is adopted, automatic across-the-board cuts are mandated by Gramm-Rudman-Hollings. State Department officials have made it clear that such cuts would drastically reduce FY 87 admissions.

Hunter said that all aspects of BRP's admissions and resettlement budget are "on the table" for possible cuts, including admissions, English as a second language and cultural orientation, and the per capita reception and placement grants. Thus, he added, the program would look increasingly to the private sector for support of refugee resettlement.

Few Refugees Eligible for U.S. Resettlement Remain

The caseload of refugees eligible for admission to the

IN THIS ISSUE:

Early employment has become a dominant theme in refugee resettlement. This expanded issue of Refugee Reports is devoted largely to employment-related topics. The April issue will also focus on employment--including articles on Fish-Wilson projects and the situation of refugee professionals.

This issue features a report on the regional refugee resettlement consultation held in Atlanta in February. The meeting focused on the future of refugee resettlementent....................1

- Update 4
- Recent Developments

ORR proposes new regulations; State Department seeks more voluntary agency accountability in cooperative agreement; Administration seeks end to targeted assistance.........6

- Current Research 14
- Meetings and Conferences
- Reader Exchange 17
- Resources 18
- Statistics

Indochinese Refugee Program as of January 31, 1986.....16

United States is also decreasing, Hunter said. Noting that the emphasis of U.S. resettlement has been on Southeast Asians, he identified three stages in the program.

During the first two phases, Hunter said, the United States has been successfully addressing the need for resettlement from Southeast Asia. Between 1979 and 1982--a period of "crisis response"--an average of 140,000 refugees per year, 110,000 of them Southeast Asians, were admitted to the United States.

During the second phase of "systematic processing" from 1983 to 1986, an average of 40-50,000 Southeast Asian refugees, and 60-70,000 total, were admitted each year. This phase, Hunter said, is ending.

In 1985, the United States completed its review of all qualified Khmer in Thailand and will finish processing all qualified refugees from Laos during 1986, Hunter said. By midyear, he added, even in Hong Kong, there will be no remaining backlog of Vietnamese refugees eligible for resettlement.

The Orderly Departure Program will continue taking Vietnamese of concern to the United States, according to Hunter, but it is not likely that the numbers will expand beyond 8-10,000 per year and an additional 2-3,000 admitted as immigrants.

As a result, Hunter said, "1987 is the last year we can reasonably expect Southeast Asian admissions levels approaching the levels of the past."

Third Stage Sees Shift Toward Regular Immigration Hunter said the United States is entering a third stage of "normal flows" and called upon those involved in the refugee program to help achieve a smooth transition. A key element in the new phase will be the intention to use immigrant visas--preference visas and visas 93--for Southeast Asians who wish to come to the United States for family reunification. He added that those who qualify will still be able to enter as refugees.

The government recognizes that the reliance on immigrant visas means there will be long waiting periods for some categories, Hunter said. Therefore, he urged refugees to begin the process of applying for visas as soon as possible.

Hunter outlined three steps that refugees in the United States should take to facilitate the admission of their relatives as immigrants. First, he said, refugees should bring their status up to date; after one year, they must adjust their status to that of permanent resident, and after five years, they are eligible for citizenship.

After seeking professional advice from appropriate voluntary agencies or mutual assistance associations, Hunter said, refugees should file the necessary papers to initiate the visa process for their relatives.

Finally, Hunter said, refugees should "meet the challenge of achieving employment and self-sufficiency." This, he said, is the expectation of American society and is stated in U.S. immigration laws. One cannot sponsor someone for immigration unless it can be shown that that person will not be a burden on society, Hunter said, adding that one way for refugees to demonstrate that is to repay their travel loans. He also suggested that service agencies could be helpful in this new phase by learning how to provide immigration counseling.

Immigrants Ineligible for Refugee Services In response to questioning, Hunter addressed a major issue in the shift from refugee admissions to immigration--the unavailability to immigrants of the kinds of special federally funded services available to refugees.

He recognized that many who enter the United States as immigrants will have the same needs as refugees and will have a significant impact on the communities where they resettle. But he said there were two important reasons for the move toward immigration.

First, there may not be refugee admissions numbers available; if someone can come to the United States via regular immigration and save scarce refugee admission slots for others in need of resettlement, Hunter said, that is good.

Second, with budget tightening going on throughout government, if a relative can sponsor and provide for someone to come as an immigrant, saving scarce federal resources, Hunter said he believes that is the way to do it. He added that there are Congressional concerns about the equitability of so many special refugee services that are not available to native-born Americans.

Deficit Reduction Law Brings Immediate Cuts Phillip N. Hawkes, ORR director, presented a picture of the new realities facing the refugee program. Dominating his remarks were the implications of the need to achieve budget reductions.

The most immediate effect is that of the Gramm-Rudman-Hollings deficit reduction law on the FY 86 budget. Hawkes said that although the Supreme Court has agreed to rule by July on part of the law found unconstitutional by a U.S. appeals court, the law's effect on this year's budget will not change.

For FY 86, Hawkes said, the law requires a 4.3 percent across-the-board cut in all nondefense programs not exempted. Because the administration understands the law to mean that the reduction required of a program such as ORR cannot be juggled among line items, the agency will not, for example, be able to maintain social services funding levels by using money appropriated for targeted assistance.

The first specific change ORR made to implement the FY 86 cuts, Hawkes said, was to reduce from 36 to 31 months the period for which the federal government will reimburse states fully for cash and medical assistance to refugees.

Further Cuts Proposed for ORR Hawkes summarized the magnitude of the overall FY 87 federal budget reduction that will be necessary to meet Gramm-Rudman-Hollings deficit reduction targets, given current deficit projections. He emphasized that, with almost two-thirds of the Health and Human Services budget exempt from cuts, the cuts will hit non-exempt programs like the refugee program particularly hard.

Hawkes explained the administration's FY 87 budget proposals for the refugee program (see Refugee Reports, vol. VII, no. 2). Included are proposals to Congress to rescind funds already appropriated for FY 86. The proposed "rescissions" would eliminate the appropriations for targeted assistance and education for refugee assistance and reduce the social services appropriation from $72 million to $44 million.

Hawkes said the request to rescind social services funds would reduce that appropriation to the level requested in the president's FY 86 budget proposal. The $72 million, he said, was inappropriately based on earlier admissions levels, but carried forward by Congress in the continuing resolution currently funding refugee programs.

Like targeted assistance (see related article), elimination of the FY 86 appropriation for education of refugee children was requested in the president's proposed budget, but was kept in by Congress, Hawkes said. The program was intended to be start-up funding for school districts dealing with Southeast Asian refugees for the first time, according to Hawkes. Now, he said, with most resettlement being family reunification, there are few refugee children entering schools that do not already have refugee students.

If Congress does not act positively on the proposed rescissions within 45 working days, Hawkes said, the rescissions will die. It is unclear exactly when that period will be complete because of congressional recesses, he said, so the future of these programs will remain uncertain until sometime in April.

Budget Proposes Refugee Program Changes

The administration's budget request also includes proposals to reduce from 31 to 18 months the period of full federal payments to states for refugees' cash and medical assistance and to place all such assistance under Refugee Cash and Medical Assistance (RCA/RMA), Hawkes said. He described the key advantages of using RCA. In many states, he said, refugees who apply for AFDC are put in the WIN program, which is not equipped to serve refugees, for employment services; as a result, they are not served. By providing assistance through RCA, refugees could be directed to refugee employment services.

Hawkes said the change to RCA would remove two substantial disincentives to taking entry-level jobs. RCA does not have the 100-hour work rule which, under AFDC, results in a loss of benefits to someone who works more than 100 hours in a month. RCA will supplement the income of employed refugees up to the level of their assistance grants. Also, Hawkes said, the change to RCA will allow cash and medical assistance to be separate so a refugee can work and earn money but still be eligible for medical assistance.

ORR Plans Internal Cost-Cutting Moves

ORR is also planning some internal changes to meet budget-cutting requirements, Hawkes said: further staff reductions in the Washington and regional offices by October; closing the Dallas office by June; and combining the Seattle and San Francisco offices by June 1987.

Hawkes said that other planned changes should contribute to cost savings. ORR is reducing the reporting requirement for states with small refugee programs from quarterly to annual. Also, he said, paperwork is being reviewed to see if it is becoming too heavy. However, he added, extensive reporting is necessary because Congress and the Office of Management and Budget ask for very specific information and because it is right for the federal government to know how its money is being spent.

Hawkes concluded his remarks by emphasizing the continuing problem of high rates of public assistance use by refugees. "The dependency rate is rising and shows no signs of slowing down, even though the California rate is declining," Hawkes said. The national rate is now more than 52 percent. He added that Massachusetts is now attracting secondary migration, with refugees moving there and going on public assistance, not taking jobs. As a result, he said, Massachusetts has replaced California as the state with the highest public assistance access rate.

Refugee Health Needs Identified An overview of refugee health program prospects was presented by Dr. Clifford Culp, director of the Bureau of Refugee Health at the Public Health Service. He said that overseas screening and care of refugees has reached a high level of success, especially in the testing and treatment of TB among Southeast Asians before their arrival in the United States.

In 1985, Culp said, there were two major domestic refugee health initiatives undertaken with ORR. One is a project of ORR and the National Institute of Mental Health to develop within mainstream state mental health agencies the capacity to provide refugees with culturally sensitive diagnosis and treatment. The project includes a contract with the University of Minnesota to establish a center to provide technical assistance to the states.

The other initiative involved grants to states for hepatitis B screening and treatment. Culp said hepatitis B, a major cause of serious liver disease in Southeast Asia, is very rare in the United States and thus, has the potential to have a serious impact on the U.S. health system.

Culp identified five current needs in the area of refugee health: to increase hepatitis B screening and vaccination; to focus on regions other than Southeast Asia; to assess the impact of bringing Vietnamese to the United States through ODP as immigrants; to increase the ways of addressing refugees' mental health needs; and to maintain flexibility in refugee health activities.

Early Employment, Agencies' Roles Key Issues The Atlanta meeting brought together federal officials as well as state, local, and voluntary agency representatives from the mid-Atlantic and southeastern regions. It included panel discussions on voluntary agency and state perspectives on the refugee program and on the role of mutual assistance associations (MAAs).

Among the issues that brought the most heated discussion were questions about the appropriateness of the increasing emphasis on early employment and about the means of achieving it. Of particular concern to many participants were the new regulations proposed by ORR (see related article).

Another issue that came up repeatedly was the roles of states, voluntary agencies, MAAs, and other service providers and changes in those roles in a time of decreasing refugee arrivals. The need to define those roles clearly was stressed, particularly in regard to those voluntary agencies with State Department contracts for initial resettlement and contracts for providing state-administered services.

Update

- U.S. and Vietnamese Orderly Departure Program officials met under UNHCR auspices in Bangkok March 3-4 to discuss the issues which led to Vietnam's suspension of ODP interviewing in January. Disagreement about the nature of the backlog of people approved by Vietnam for departure is at the center of the dispute. U.S. officials said that both sides felt the meeting was useful and that it achieved an increased understanding by the Vietnamese that, for ODP to work, those given exit visas must be people of concern to the United States. The Vietnamese now have a better awareness that building up a backlog of those not on the U.S. lists only slows the program down, according to U.S. officials.

However, as no resolution of the issue was achieved, interviewing in Ho Chi Minh City remains suspended. Further meetings are anticipated.

ODP flights are continuing indefinitely, according to the State Department, and an Amerasian flight is expected for the end of March.

Bruce Beardsley, the new U.S. director of ODP in Bangkok, represented the United States at the meeting. An earlier meeting in December in Hanoi failed to resolve the issue and avert the Vietnamese decision to suspend interviewing.

° The State Department has initiated steps to allow resettlement processing of "land" Vietnamese in Thailand with relaxed restrictions on who may be processed, according to department sources. Policies that have limited processing in Southeast Asia to those with ties to the United States (priorities 1 through 5) would be set aside for the land Vietnamese, so processing could include others of concern to the United States (priority 6). There are more than 4,000 land Vietnamese in Site 2 camp near the Cambodian border.

While a final go-ahead for this relaxed processing has not been given, special priority is now being given to the processing of all Montagnards among the land Vietnamese population. The nearly 200 Montagnards in Site 2 are being processed without regard to their previous ties to the United States.

° The administration's proposed FY 87 budget projects 63,000 refugee admissions. More than 68,000 refugees were admitted to the United States in FY 85, and the admission ceiling for FY 86 was established at 67,000. For a variety of reasons, though, it appears there will be reductions in the FY 86 regional ceilings for Africa, Latin America, and East Asia. For Latin America, admissions are expected to be less than 1,000 due to Cuba's 1985 suspension of its short-lived immigration agreement with the United States. FY 86 admissions from Africa are expected to be approximately 1,200 because the Sudan has suspended refugee movement. The ceiling for East Asia first asylum is being reduced by 2,000 pursuant to Gramm-Rudman-Hollings cuts. Admissions from the Soviet Union/Eastern Europe and from the Near East/South Asia are expected to be very close to FY 86 ceilings.

The original FY 86 regional ceilings and the projected FY 87 regional ceilings are:

	FY 86	FY 87
Africa	3,000	3,000
East Asia, First Asylum	37,000	32,000
East Asia, ODP	8,500	10,000
Eastern Europe/USSR	9,500	9,000
Near East/South Asia	6,000	6,000
Western Hemisphere	3,000	3,000
Total	67,000	63,000

° The House Subcommittee on Immigration, Refugees, and International Law is expected to "mark up" (i.e., consider for amendments and vote) the Moakley/DeConcini bill (H.R. 822) the first or second week after Congress's Easter recess. The bill offers a temporary stay of detention and deportation for Salvadorans in the United States.

The subcommittee is also expected to consider a bill introduced by House Judiciary Committee Chairman Peter W. Rodino, Jr. (D-N.J.) to adjust to permanent residence the status of Cuban and Haitian entrants who arrived in the United States in 1980-1. The bill (H.R. 23) would, in effect, help Haitian entrants, as Cubans from the Mariel boatlift have already begun to adjust their status under a 1966 law pertaining to earlier waves of Cuban refugees.

° President Reagan expressed his support for pending immigration reform legislation in a March 11 meeting with House and Senate sponsors of the bills. Reagan reportedly said that he would lobby Congress for a comprehensive immigration reform bill. The House bill (H.R. 3810) is due for mark-up before the Judiciary Committee sometime in April. The Senate has already passed its version (S. 1200). Both Senate and House versions include provisions for employer sanctions, for legalization of many undocumented aliens in the United States, for adjustment of status for Cuban and Haitian entrants, and for increased appropriations for immigration enforcement at the border.

The Senate bill differs from the House version most significantly in its provision allowing 350,000 guest workers to be admitted per year for agricultural work.

- The House of Representatives rejected President Reagan's budget proposal for FY 1987 by a 12-312 vote on March 13. The proposal, while meeting the Gramm-Rudman-Hollings deficit target of $144 billion, called for a significant eight percent inflation-adjusted increase in defense spending and major reductions in many domestic programs. Among the programs the administration proposed eliminating were the Small Business Administration, urban development grants, the Legal Services Corporation, and new housing for the elderly and handicapped. Major cuts were proposed for medicare, medicaid, and the Job Corps.

- The Office of Refugee Resettlement (ORR) is slated to be moved from the Social Security Administration (SSA) to a new unit in the Department of Health and Human Services (HHS) to be called the Family Services Administration, according to the March 18 Washington Post. The new unit is part of a major planned reorganization that will include six programs: Aid to Families with Dependent Children; the low-income energy assistance program; the Child Support Enforcement program; the community services block grant (which the administration wants to abolish); the Work Incentive Program (which the administration also wants to abolish); and the refugee assistance program. In FY 87, the six programs are expected to total $11.5 billion in federal outlays, according to the Post.

- Unaccompanied minors are defined as refugee children who enter the United States unaccompanied by parents or other legal guardians who are not "destined to" a parent or close adult relative willing and able to care for the child or to any other adult with legal custody, according to final regulations from the Department of Health and Human Services published in the January 30 Federal Register. The new definition is intended to exclude children who might enter the country unaccompanied, but for the purpose of family reunification. The regulations also mandate that legal responsibility for the minor be established within 30 days of resettlement in the state. In certain rare cases, the new regulations would permit adoption of unaccompanied minors.

- Closing arguments are tentatively scheduled for April 1 in the Tucson "sanctuary" trial of eleven defendants charged with smuggling aliens. According to a March 19 story in the New York Times, the date was set by presiding Judge Earl H. Carroll after the defense team, in a surprise move, rested its case without calling a single witness. On March 17, the Christian Science Monitor reported that defense attorneys rested because they believed the government had not proven its case. Defense attorney Michael Piccarreta told the Monitor, "In our opinion...we won. There is no case. These people are not criminals."

  The government, represented by INS attorneys, maintains the defendants are guilty of alien-smuggling and conspiracy charges. Defense attorneys have attempted to show their clients acted out of compassion for Central Americans fleeing persecution.

  For various reasons, on several separate occasions, defense lawyers moved that the judge remove or "recuse" himself from the trial. Each motion was denied. After the defense rested, the judge reportedly said, "There is no sanctuary defense." This prompted a mistrial motion from defense attorneys, according to the New York Times. The mistrial motion was refused.

  The indictment, which originally included over 70 counts, now contains 32, some of which carry maximum penalties of five years and $10,000 in fines.

- A federal appeals court has rejected the State Department's denial of temporary visas solely on the basis of aliens' communist affiliations. In a 2-1 vote, the panel ruled on March 11 that a visa must be granted unless the administration can certify to Congress that an alien's visit would threaten national security.

Recent Developments

PROPOSED ORR REGULATIONS AIM FOR EARLIER REFUGEE EMPLOYMENT

Inducements for early economic self-sufficiency have been the subject of debate during the comment period for proposed Office of Refugee Resettlement regulations governing the state-administered refugee resettlement program.

The new regulations, if put into effect, will require recipients of or applicants for Refugee Cash Assistance (RCA) to spend 20 hours per week searching for a job. Participation in employment services can be included as part of the 20 hours and the time requirement may be expressed in terms of number of employer contacts. (The formula is unspecified in the rules.)

The 20-hour rule is intended to focus resettlement programs on early job placement, according to the supplementary information published with the proposed rules in the January 30 Federal Register. Some state coordinators and service providers maintain that the requirement is inflexible and does not allow for individual program judgment.

Daniel Lam, state coordinator for Massachusetts, asked, "How can an individual without even basic language conduct a job search? Many newly arrived refugees don't even know how to ride a bus."

Bruce Bushart, New York state coordinator, said, "In some smaller counties, it would be embarrassing to send large numbers of refugees to bother employers just to meet a regulatory requirement when you know they don't have openings." Bushart called the 20-hour rule, and the thrust of the ORR-proposed rules as a whole, a "quick regulatory fix." He commented that the push for early employment, as opposed to lasting employment, is a "false economy" because refugees are "stuffed into jobs before they are ready."

Cost of Monitoring Job Search Questioned

Barbara Bazluki, director of Catholic Social Services in Charlotte, North Carolina, said her agency simply wouldn't be able to afford the money and staff time it would take to monitor the refugee job search. She added that the way her office succeeds in placing refugees is by having a staff "job developer" make the employer contacts rather than the refugees themselves.

Walter Barnes, chief of refugee services for California, asked, "Who is going to pay for activities related to the job search?" Even though monitoring the job search would be to determine eligibility for the refugee cash and medical assistance (RCA/RMA) program, Barnes said the regulations imply that the cost would fall on state social service budgets. "If the money comes out of the social services pot," he said, "it will amount to very little. If it comes out of RCA/RMA, it will cost the federal government more." Barnes said that states should be able to claim the costs of monitoring the job search against the RCA program.

John Oppenheim, employment and training program administrator for Santa Clara County, said that he estimates that California would have to spend $7-10 million to monitor the job search. He said, "I have no philosophical objection to a mandatory job search requirement, but it may not be cost effective."

Early Employment Given Priority Over Training The regulations are intended to discourage agencies from postponing the job search while refugees undergo language and vocational training during their 18 months of RCA eligibility. Training which is offered during normal working hours cannot substitute for the employment search or job acceptance, according to the proposed regulations.

In order to maximize the time available for working and seeking work, the proposed regulations require that English language instruction and vocational training be provided "to the fullest extent feasible" outside normal working hours.

In fact, in managing a refugee's case, "employability services"--comprising a required 85 percent of states' support service funds--are prohibited from being "scheduled or provided at such time as to interfere with a refugee's required job search activities." Exceptions are made only for on-the-job training and employment and employability-assessment services.

The scheduling of language classes and vocational training outside normal working hours "will cause problems" for Massachusetts providers, according to Lam, but Bazluki said such scheduling is already practiced in North Carolina.

The proposed regulations would require a refugee to accept an appropriate job offer, even if it interrupts participation in service programs, unless those services are provided outside normal working hours.

Bushart said that he would welcome

regulations that would address the management problem of controlling refugees who stay in ESL and job-training programs too long, but that the proposed changes are "draconian" and will "discourage training." He said that the requirement that employability services not be scheduled at a time that would interfere with a refugee's job search contradicts the state's commitment to use mainstream resources such as job training programs for refugees whenever possible.

Alicia Cooper, director of the International Rescue Committee in Orange County and chair of the California Forum on Refugee Affairs, agreed that requiring ESL and vocational training during off-hours "will definitely change the way agencies and providers operate," but said, "I personally see it as a very positive step."

RCA Case Unit Would Change from Family to Household The definition of the "filing unit" for refugee cash assistance is proposed to change from the current family unit to all persons living in the same household. ORR says that the household concept "will result in more fair and equitable levels of assistance which are generally more in line with assistance available to nonrefugees." ORR points out that the household unit is currently used for food stamp eligibility. It says that in refugee households that include recipients of aid to families with dependent children (AFDC), supplemental security income (SSI), or general assistance (GA), only the RCA recipients will be affected by the new filing unit.

Lam said, "We don't understand the rationale for this change. AFDC families and GA families are not treated this way. Why the inequity for refugees?" Bazluki added that the proposed change would be a disincentive to work since a single person placed in a household with a family would be reluctant to go to work if he felt that by doing so he would make the other members of the household lose their grants. She said that her agency often places single adults together or with a family since they wouldn't be able to afford housing otherwise. Refugees will be less likely to sponsor unrelated friends, she said, if they fear it will result in a loss of benefits.

Proposal Includes Sanctions for Failure to Accept or Keep Employment The proposed regulations include the termination of refugee cash and medical assistance for refusal to accept a job offer or for voluntarily quitting a job. Lam expressed reservations about the sanctions, saying that the attitude in Massachusetts, "since day one has been that a person will go to work when he is ready and that to ask a person to function on a job prematurely creates a psychological sense of defeat which will jeopardize future job placement." Barnes, on the other hand, said that the proposed sanctions are consistent with those presently in force in California.

Social Services To Be Closed to Time-Ineligible Refugees The regulations also would prohibit nonemergency support services for refugees in the United States more than 36 months, unless a state can demonstrate "extreme and unusual needs" for the time-ineligible population.

Most of the refugees in California, including a large number of secondary migrants, are time ineligible, according to Barnes. He said that under the proposed regulations California would end up assuming the costs for assisting that refugee population still in need. But Cooper commented that "at some point, a refugee is no longer a refugee. There comes a time when they must meld into the general mainstream."

Lam said that cutting off time-ineligible refugees from social services was a moot point, since the level of funding from ORR is inadequate to meet even the needs of time-eligible RCA recipients.

85 Percent of Grants Still Designated for Employability Services Continuing a policy established in 1985, the proposed rule would continue to require at least 85 percent of state support service grants to be spent on "employability services." These include employability assessment, the development of an individual employability plan, on-the-job training, case management, and other services specifically directed toward employment. The remaining 15 percent of support service funds may be used for services not connected with employment or employability--information and referral, outreach, and social adjustment services. Social adjustment services include nonemployment related health care, day care, transportation, home

management, emergency services, and case management.

Although the regulations provide a waiver for states in certain circumstances, Nancy Wittenberg, refugee program coordinator for Florida, said, "The 85/15 breakdown is too inflexible" and commented that it is too difficult to show the "extreme need" required for a waiver. "Any time you overregulate," she said, "you leave out the ability to be in front of the curve, to anticipate breakdowns in families or other problems that might affect employment." Bushart agreed that more flexibility is needed, and suggested an 80/20 percent split.

Final Regulations Ratify Current Practice in Grants to States On the same day the proposed rules appeared in the Federal Register, final regulations governing refugee resettlement program grants to states were published. The final regulations deleted an initial proposal to replace separate grants for RCA, RMA, social services, education assistance for refugee children, child welfare services (except for unaccompanied minors), and targeted assistance with consolidated, per capita, quarterly grants to states.

The final regulations continue the current policy under which states may claim federal funding for RCA and RMA for eligible refugees during their first 18 months in the United States and for general assistance during the second 18 months in the country.

The regulations eliminate the requirement that states establish advisory councils, but do require states to meet with local representatives of voluntary resettlement agencies and local government representatives to plan and coordinate refugee placement.

ORR Welcomes Comments on Proposed Rules

Phillip N. Hawkes, ORR director, declined to comment on any of the controversies generated by the proposed regulations. "I don't want to cloud the response by commenting," he told Refugee Reports. "I want people to respond to what the rules say, not to what I say." Hawkes said that ORR has a sincere desire for comments and a good record of being responsive to them.

Phil Holman, director of ORR's division of policy and analysis, suggested that those who disagree with the proposed rules should recommend other ways to reduce the high dependency rates of refugees on public assistance.

The comment period on the regulations is open until April 30. Comments should be addressed to Christie Cohagen, Office of Refugee Resettlement, Department of Health and Human Services, Room 1229, Switzer Building, Washington, DC 20201.

NEW COOPERATIVE AGREEMENT IN WORKS: STATE DEPARTMENT SEEKS MORE VOLAG ACCOUNTABILITY

Current discussions between the State Department and the voluntary agencies are expected to lead to new language for the cooperative agreement governing voluntary agency reception and placement of refugees.

Responding to pressures, particularly Congressional concern that high refugee public assistance dependency rates mean that some voluntary agencies are not doing a good job of resettlement, the State Department is looking for ways to build more accountability into the new contract. Early employment--the catchword in refugee resettlement these days--lies at the heart of the changes being considered.

Three key pressures have contributed to the effort to introduce more accountability, according to Doug Hunter, director of reception and placement in the Bureau for Refugee Programs (BRP). Congress has called for greater accountability and some kind of voluntary agency performance standards, Hunter said; the reports accompanying pending Refugee Act reauthorization bills stress the need for such standards.

The second pressure Hunter identified is a General Accounting Office (GAO) report expected to be released by the end of March. The GAO report, itself a result of congressional concern about voluntary agency performance, focuses on the need to clarify the goals of the refugee resettlement program. A primary recommendation is expected to call for measurable voluntary agency performance standards, particularly relating to the need for early employment.

Discussions to Lead to New Contract by Fall Hunter said that while nothing concrete has been worked out yet, detailed discussions are going on, and he expects new language to be completed in time to allow requests for proposals this summer, resulting in agreements for FY 87 participation in the resettlement program.

Wells Klein, executive director of the American Council for Nationalities Service and chairman of InterAction's refugee and migration affairs subcommittee on domestic concerns, said that discussions were well along toward agreement on new contract language that would respect the concerns of the State Department and the voluntary agencies. Klein said there is fundamental agreement about the goals of proposed changes, but that further discussion is needed to achieve language that responds to the pressures for accountability and to what the agencies see as appropriate and responsible resettlement.

Hunter said three main areas are being discussed with the voluntary agencies: reporting requirements, standards for "local presence," and the placement of free cases--those refugees whose placement is relatively flexible because they are not entering the United States to be reunited with family.

"Free Case" Placement to Lead to Early Employment It is the concern about early employment, and the voluntary agency role in promoting it, that has led to the discussion of free case placement. Klein said he agreed with Hunter's point that family reunion cases are appropriately placed where their families are, so it is impossible to discuss placing them where there are good employment prospects. With free cases, however, there is some flexibility to place them where job prospects are good, Klein said.

The purpose of these discussions, Hunter said, is to develop performance standards to assure that free cases are being placed where they have the highest probability of being self-sufficient at the earliest possible date.

A variety of ways to measure successful placement of free cases is under consideration, Hunter said. One is to track the employment of free cases resettled by each voluntary agency, by location. Another would be to measure the incidence of secondary migration, again by voluntary agency and location.

Volag Responsibility for Refugee Self-Sufficiency Difficult to Define Hunter said no precise measure had been developed yet due to the complexity of defining what constitutes successful placement. The dilemma is balancing the short period of voluntary agency contractual responsibility with a desired outcome that cannot reasonably be expected for a much longer time, Hunter said. He added that he hoped the voluntary agencies will offer a workable approach to measurable outcome standards.

Klein felt there was no fundamental disagreement between the State Department and the agencies about the concept of assuring that free cases be placed where their chances for self-sufficiency are good. "The complex question," he said, "is how to translate that basic concept into contract language that can be monitored and managed."

Klein said there was an important catch in the employment issue--variables related to who becomes employed how soon and who receives public assistance under what circumstances are outside the control of the State Department and the voluntary agencies. Yet, he said, congressional criticism has focused on the voluntary agencies and, by implication, the State Department.

"One could wish that people in the Congress exercised their responsibility with greater depth of knowledge and took a bit more time to understand a complex program, its parts, and how they relate," Klein said.

Standards for Local Presence in Resettlement Discussed Another area where there seems to be agreement in principle, but complexity in the details, is "local presence." At issue is assuring that there is a responsible presence wherever refugees are resettled. In particular, Hunter said, this entails establishing definitions and standards for entities resettling refugees in a community on behalf of a voluntary agency.

Klein said the discussions of what constituted appropriate local presence included questions of how to define a responsible party and how near to the location of placement that party must be. He said that what the State Department is proposing would affect each voluntary agency differently, depending on agency structure.

Better Reporting Called For New reporting requirements will be designed to address congressional concerns about both fiscal and programmatic accountability.

The State Department will require financial reports to be more detailed on the use of federal funds and the amount of private contributions agencies apply on behalf of resettled refugees, Hunter said.

On the program side, he said, the State department will require more uniform documentation of services provided as specified by the cooperative agreement.

Klein said that the reporting system needs improvement and, if possible, simplification. "There needs to be a paper trail, but not so much that it interferes with the work of resettlement," he said.

Changes Good, But Difficult "While the State Department and the voluntary agencies do not have statutory responsibility for refugee employment," Klein said, "it is a matter of first-order concern because unemployed refugees receiving public assistance do constitute a significant drain on federal dollars." Ultimately, he suggested, that drain undermines support for generous policies toward refugees.

"Again, what we are working toward is language that respects both the State Department's need for accountability and the nature of the voluntary agencies, the contributions they have made to resettlement, and the difficulties they face," Klein said.

He noted that in 1975, the per capita reception and placement grant to the voluntary agencies was $500; now it is $560. The inflation rate has far outpaced this increase, he said. At the same time, with diminishing arrivals, the agencies face diseconomies of scale. As the relationship with the State Department has become more codified, agencies' administrative and reporting responsibilities have become more expensive and time-consuming, Klein said.

Klein said that the continuing need to do more with less makes the proposed changes difficult. The State Department and the voluntary agencies might not like it that the bulk of congressional criticism has fallen on them even though their total share of annual U.S. refugee resettlement funding is small, Klein said. But both agree that, despite the difficulties, they cannot and do not want to opt out of resettlement. "For the State Department, it is a foreign policy and humanitarian matter," Klein said. "To the voluntary agencies, helping refugees is what we exist for."

MOVE TO RESCIND TARGETED ASSISTANCE SPARKS CONTROVERSY

The Reagan administration has renewed its opposition to the targeted assistance program by calling upon Congress to rescind FY 86 funding and to eliminate targeted assistance from the FY 87 budget.

On March 20, Phillip N. Hawkes, director of the Office of Refugee Resettlement (ORR), testified before the subcommittee on labor, health and human services, and education subcommittee of the House Appropriations Committee that, despite $150 million in targeted assistance grants to states last year, refugee unemployment had risen by four points nationally.

Targeted assistance began in FY 82 with a $35 million appropriation for states serving large numbers of Cuban and Haitian entrants. In FY 83, the focus of the program shifted toward reducing refugee and entrant dependence on public assistance, and funding increased to $66 million. Grants were disbursed to 44 counties in 20 states on the basis of refugee population, concentration, and usage of public assistance.

In FY 84 and FY 85, Congress funded targeted assistance at levels above the administration's request. The administration, in its FY 87 budget proposal, states that targeted assistance funds appropriated in FY 85 "are expected to last well into 1987, requiring no additional funding in 1986."

ORR Director Criticizes Targeted Assistance Failure to Serve Hard-to-Place Refugees

Speaking before the ORR regional consultation in Atlanta, February 25 (see related article), Hawkes said he was not optimistic that Congress would agree to rescind the FY 86 budgetary authority. "Even if we don't get the rescission," he said, "we need to rethink targeted assistance--the rules of eligibility and the way funds are distributed."

Hawkes questioned whether the targeted assistance program truly accomplished its goal of reducing unemployment. He told the Atlanta gathering that many of those served by the program were "highly placeable," rather than the hard-to-employ that the program was intended to serve. "We were training the already trained," he said. Hawkes cited examples of employed refugees quitting their jobs in order to participate in targeted assistance programs and of programs in which participants who were on public assistance represented only about 10-15 percent of the total.

Hawkes was particularly critical of Los Angeles County, which, he said, had a high population of refugees on public assistance, yet had spent 80 percent of targeted assistance funds on refugees not on public assistance. Hawkes said that their good job placement records were misleading because Los Angeles tended not to serve hard-to-employ refugees.

Los Angeles County Responds Joan Pinchuk, Los Angeles County refugee coordinator and project manager for targeted assistance, told Refugee Reports that the conclusions Philip Hawkes drew were "grossly inaccurate," because they were made on the basis of a statistically invalid sample. She said that ORR reviewed 96 of 3,000 cases and found 80 percent of them not to be on welfare (although all met poverty guidelines, making them eligible for the program). Her office's review of 5,000 refugee and entrant participants in the first year of the program showed more than half to be cash-assistance recipients. "We thought we did quite well," she said. Prior to the time Hawkes spoke in Atlanta, she said, ORR had been informed that 64 percent of the clients served, and 57 percent of those placed, were on welfare.

Walter Barnes, California's chief of refugee services, said, "I feel Hawkes' criticism is unjustified. It would have been appropriate a year ago, but we have taken all the corrective measures they asked us to take to ensure that 50 percent of those served and placed are on cash assistance."

Hawkes told Refugee Reports that while there may have been a larger number of refugee cash assistance (RCA) recipients than the sample indicated, "that really is beside the point since RCA recipients are here less than 18 months and tend to be single and the most employable."

Hawkes said, "By their own statistics, they have an incredibly large clientele of very needy people who are not being served." He added that comparing the Los Angeles sample with those taken from San Diego and other counties shows that "there is nothing to suggest the sample was invalid." Hawkes said that Los Angeles County was only spending 4-5 percent of its targeted assistance money on the hard-to-place.

Lack of Definition for "Hard-to-Serve" Pinchuk said that ORR was vague about defining "hard-to-serve." She said that everyone has a different definition, adding that "ORR was arbitrary and capricious to say that the people we placed would have gotten jobs anyway."

Sue Manzo, director of Manpower Services for Fairfax County, Virginia, agreed that ORR never made clear that "hard-to-place" meant "on welfare." She asked, "Did ORR ever tell counties to direct targeted assistance to hard-to-serve clients on welfare?"

In a similar vein, Bruce Bushart, New York refugee coordinator, said, "We were never told what the standards were." He added that New York developed its own standards for the targeted assistance program, and "built a percentage of the hard-to-place into our structure."

In responding to these criticisms, Hawkes told Refugee Reports, "It never occurred to me that targeted assistance would deal with people who were already employable." He said that if Congress decides to continue targeted assistance, "We intend to make much more straitjacketed the requirements about whom to serve and what outcomes we expect."

Impact of Hard-to-Serve on Placement Outcomes Evaluated Some have questioned the administration's current emphasis on the hard-to-place. John Oppenheim, employment and training administrator for Santa Clara County, said, "It's one thing to talk about working with the hard-to-place But what is the point of placing a father of ten in a $5-per-hour job and have him lose his AFDC benefits?" He commented, "It's asking the refugee to commit economic suicide." Oppenheim said that if Santa Clara County concentrated on the hard-to-place, ORR would have to realize that "we wouldn't have nearly the results." He estimated that such a program focus would serve a third of the present caseload at triple the cost.

Barnes explained that counties began to serve a larger portion of non-recipients of public assistance because ORR had been so concerned about placements. He said that ORR cut off grants to three counties at one point because of low placements, "so the counties tried to find the easiest people to place to ensure that funding would still be there."

Hawkes acknowledged that ORR reacted "very strongly" to preliminary data indicating very high costs per placement. But he maintained that counties did not, in fact, change their programs as a result of the ORR criticisms. "The types of programs didn't change from 1983 to 1985," he said.

A September 1985, ORR-contracted report evaluating the first phase of the targeted assistance program touches on the relationship between the employability potential of clients and placement outcomes. The study found that "there is little or no difference between the employability potential of the clients served in the high and low-outcome categories." The report notes that this is a "surprising" finding, since "one might expect the higher-outcome projects to be serving the easier-to-place clients."

Dade County Worried About Loss of Targeted Assistance Funds The state for whom targeted assistance was originally created, Florida, probably has the most to lose if funding for the program is terminated.

"Any severe restriction in targeted assistance would have serious fiscal repercussions on Dade County," said Eileen Maloney-Simon, assistant to the county manager. She explained that targeted assistance grants are used to fund services at the Jackson Memorial Hospital (which incurs costs of $1.2-1.7 million per month for Cuban and Haitian entrants); to provide day-care; to fund mental health programs; and to underwrite costs to the criminal justice system resulting from an average daily population of 350 entrants in the county jail system.

"We oppose any rescission of funds, and we strongly oppose any employment-related restrictions," said Maloney-Simon. She maintains that the intent of Congress was never that targeted assistance would be exclusively employment-related.

A 1985 white paper on immigration from the Dade County Manager's office holds that the change in ORR's focus toward using targeted assistance exclusively for employment represented a "serious philosophical chasm" between Florida and the federal government which "has created severe problems in local program operations, some of which are insurmountable."

Dade County management personnel feel that the county would be unable to offset a loss of targeted assistance funds with other sources of revenues. Robert Bernal of the county manager's office explained that Florida has no income tax and that Dade County has already reached the property tax limit set by the state constitution. "God forbid if we lose targeted assistance," he said.

Criminal Justice System Faces Core of Habitual Offenders "The population we deal with," Maloney-Simon said, "is not just hard to place, it's the hardest to place." Referring to the large impact of Cuban entrants from the Mariel boatlift, she said, "The normal screening process and resettlement did not take place with these folks." She said that many employers simply will not hire them.

Dade County criminal justice personnel have seen a "hardening" in the Cuban entrant population with a "revolving door" of repeat offenders. A typical entrant booked on a misdemeanor charge has nine prior misdemeanor arrests, and entrants charged with felonies have an average of five prior felony charges. Although comprising 6 percent of Dade county's total population in 1985, Cuban entrants represented 8.4 percent of felony and 22 percent of misdemeanor charges, according to Eduardo Diaz, director, and Maria Sierra, entrant services director, for Dade-Miami criminal justice services in a joint interview with Refugee Reports.

Dade County has initiated job-training programs using targeted assistance funds for the estimated 15 percent of the Mariel entrants who continue to have criminal and mental health problems. Diaz and Sierra said, however, that it is hard for this group to hold down jobs even after placement. They cited a lack of support resources, such as boarding houses and mental health care facilities, as well as the development of a criminal subculture, as serious obstacles to long-term solutions to the problem. Diaz and Sierra explained that the first step toward employment is removing barriers such as drug and alcohol dependency, mental illness, and lack of basic skills.

Hawkes Critical of Florida Targeted Assistance Spending "Cuban entrants are not a welfare burden," said Hawkes, saying that an estimated two-thirds became taxpayers even before their benefits expired. He lauded the Cuban entrants for their successful integration into the Dade County school system. He said that Florida has received $169 million in social services and targeted assistance since 1980, amounting to $1,241 per refugee and entrant. In contrast, he said, California, with twice as many refugees and entrants, received $196 million for the same time period, at an average of $680 per refugee and entrant. All other states significantly trail California and Florida. "We have treated Florida with extreme generosity," said Hawkes, "but we do not want to be perpetually funding one state."

Hawkes said that spending $6 million in targeted assistance funds at Jackson Memorial Hospital "has been all out of proportion to federal funds expended anywhere else."

As to continuing problems in the Dade County criminal justice system, Hawkes said, "I don't have a whole lot of sympathy." He said the Refugee Act had no intent to fund law ennorcement and that funding should come from the Justice Department if the problem is considered a continuing federal responsibility. "I don't think the refugee program of the United States should be held hostage to their criminal justice system," he said.

Current Research

STUDY LOOKS AT REFUGEE ADAPTATION TO UNITED STATES

Although Southeast Asian refugees face a bleak present characterized by unemployment, underemployment, and poverty, each year an increasing percentage become employed and escape poverty, according to a recent study by the Refugee Policy Group (RPG).

The study, Adaptation and Integration of Recent Refugees to the United States, by Susan Forbes, discerns a resettlement pattern in which economic dependence shrinks from three-quarters of all refugees in their first year of resettlement, to slightly more than half in the second year, to about one-third at the end of the third year. The quarter of the refugee population that continue to rely on public assistance after the first 36 months tend to be the elderly, single parents, or families with large numbers of children.

The report presents data that indicate a lowering of unemployment rates the longer refugees remain in the United States. In 1984, refugees who had arrived in 1975 had an unemployment rate of 6.3 percent, in contrast to those who had arrived in 1981 with a rate of 16.4 percent. The 1983 arrivals with a 35.6 percent rate in 1984 and the 1984 contingent with a 41 percent unemployment rate the same year show how the more recent arrivals have higher unemployment rates.

Various Factors Influence Prospects for Self-Sufficiency The RPG report discusses several previous studies of the causes of refugee unemployment. According to a 1984 study by Robert L. Bach, one of the most important predictors of future employment appears to be the refugee's educational level prior to arrival in the United States. Factors such as language proficiency and ethnicity were found to be less significant than previous education and the year of arrival.

Larger households were also determined to have a negative impact on employment. In fact, refugees living alone or in multiple-family groupings--a minority of the Southeast Asians--were shown to be more likely to seek and find work than people living in nuclear or extended families.

Forbes found that evidence was inconclusive regarding the influence types of sponsorship have on employment. She cited Bach's finding that refugees settled by American families had higher labor force participation rates than those assisted by congregations, relatives, or professional staff. A study by the Institute for Social Research (ISR) in 1985, however, found sponsorship models to have no independent effect on self-suffiency.

Going beyond the matter of sponsorship per se, RPG concludes that "the service programs that have been established to assist refugees, whether sponsorship models, employment services or language training, appear to have only a marginal impact on economic self-sufficiency."

Language Training Programs Delay Early Self-Sufficiency but Increase Income During the period of language training, refugees generally do not seek work, the study found. Based on data from the Northwest Regional Educational Laboratory showing relatively low percentages of refugees simultaneously working and taking English language classes, the RPG report suggests that employed refugees are less likely to have the time for language training or the need for it. Unemployed refugees receiving public assistance are far more likely to be enrolled in language programs.

The report maintains that the relationship between language training and employment is sequential. This means that while a person taking language training might not become employed as early as one who starts employment right away without training, the person who opts for training first is more likely to find a higher paying job when he does enter the job market.

"It may be," the report suggests, "that knowledge of English does not have a significant, independent effect on the capacity of a refugee to seek and even find jobs, but that it does affect the capacity to earn sufficient wages to raise the household income above the poverty level."

Relationship Between Public Assistance and Employment Analyzed Public assistance policies and practices were found to exert a significant influence on refugee employment. "The capacity of service providers--particularly voluntary resettlement agencies and employment services--to influence the employment patterns of their clients is, to some extent, determined by the availability of welfare," the report found. This can often be seen as a reflection of where refugees live; California's 80 percent rate of dependency on cash assistance for refugees in their first three years in the United States contrasts with the Texas rate of less than 20 percent.

Labor-force participation rates are generally lower in states that offer generous benefits, such as allowing two-parent families to receive AFDC, than in states with more restrictive eligibility guidelines.

Refugees also take the loss of health benefits into account when deciding whether to accept jobs that do not provide medical coverage. Referring to 1983 research by Mary Griffin Henderson and Robert Lerman, the report suggests that in many states, the loss of Medicaid benefits negates the income from working at jobs that pay as much as $5 per hour.

Provisions of the AFDC unemployed-parent program requiring recipients who work 100 hours a month to lose their welfare benefits emerge as a clear disincentive to work, according to the report. The 100-hour requirement makes it difficult to use public assistance as a means to supplement income from the minimum wage jobs available to newly arrived refugees.

Job Placement Influenced Largely by Factors Over Which Volags Have Little Control The RPG study makes it clear that refugee service providers have little control over many of the factors most important to achieving self-sufficiency, such as year of arrival, level of education prior to arrival in the United States, and welfare policies in the state of residence. In addition, the report finds that formal programs have marginal impact on finding jobs.

Refugees more frequently find jobs through informal networks of ethnic and American associates than through formal job services. Forbes writes that job programs generally are not targeted at the hard-to-place refugees who remain unemployed. "It appears that employment services, as they now function, best assist those who would be most likely to find jobs without assistance," the report determines.

RPG Questions Assumptions of Resettlement Program The report suggests that there are measures of adjustment other than economic self-sufficiency that can usefully gauge adaptation to life in the United States. Language training, as an obvious example, has clearly been shown to result in improved English proficiency even if it might not be shown to correlate directly to job placement. Understanding cultural values, the development of culturally appropriate organizations, and participation in the political process are suggested as other measures of adaptation.

RPG questions other assumptions in the refugee resettlement program, as well. Although the government's emphasis on "economic self-sufficiency" has caused most government-funded studies of refugee adaptation to focus on employment-related measures, RPG points out that many refugees who become employed in the first months after arrival do not become economically self-sufficient. Even among those refugees who receive no public assistance, the report notes, a significant 12 percent remain below the poverty line. "Whether these refugees should be considered to be 'self-sufficient,'" RPG writes, "is a matter of definition."

Adaptation and Integration of Recent Refugees to the United States is available for $5.50 from the Refugee Policy Group, 1424 16th St., NW, Washington, DC 20036. (202) 387-3015.

CENTRAL AMERICAN ALIENS' ELIGIBILITY FOR PUBLIC ASSISTANCE PROGRAMS STUDIED

The legal eligibility of various classes of Central American aliens in the United States to receive federal benefits is analyzed in a recent Urban Institute study for the Department of Health and Human Services (HHS).

The study, Impacts and Potential Impacts of Central American Migrants on HHS and Related Programs of Assistance by Patricia Ruggles and Michael Fix, finds undocumented aliens to be "clearly ineligible for public benefits" administered by HHS. The authors maintain that the majority of Central Americans in the United States are undocumented. The study determines, however, that Central Americans who are legal permanent residents or legally recognized refugees, parolees, or asylees are clearly eligible for the same benefits as similarly qualified U.S. citizens. On the other hand, those migrants in the legally murky category of "aliens under color of law" have uncertain status with regard to HHS benefits.

Litigation Still Determining Eligibility for "Aliens Under Color of Law" The study finds that eligibility for several programs, including Supplemental Security Income (SSI), Aid to Families with Dependent Children (AFDC), unemployment compensation, and Medicaid are under litigation at this time.

Aliens "under color of law" are defined as those without a legal status that clearly entitles them to permanent residence, but who nevertheless have some sort of temporary or indefinite leave from the Immigration and Naturalization Service (INS) to remain in the country.

In general, the study finds, if INS does not plan action against an alien within the foreseeable future (such as for those with extended voluntary departure or stays of deportation who have not been given a termination date) he or she will be eligible for benefits under current law. If, however, the alien has action pending before INS (such as petitions for asylum) or with a set date to leave (such as temporary stays of deportation or temporary voluntary departure status) his or her eligibility for benefits is much more problematic.

Most of the important court cases are concerned with interpreting whether aliens are in the United States "with the knowledge and permission of INS." In Berger v. Heckler, the authors found that the second circuit of the U.S. Court of Appeals, in August 1985, upheld a decree that "clearly expands the class of aliens eligible for SSI benefits." The authors note that new Social Security Adminstration guidelines appear to interpret the court's decree to "require that virtually all aliens who are not actually in the process of being deported, even if they have only short-term stays of deportation or voluntary departure status with specific dates of termination, are in the U.S. 'with the knowledge and permission of the INS'."

Another August 1985 appeals court ruling, however, leads to quite different conclusions. In Sudomir v. McMahon, the ninth circuit of the U.S. Court of Appeals held that asylum applicants are not eligible for AFDC payments. "It seems reasonable to assume, then," said the authors, "that the court would find asylum applicants to be similarly ineligible for SSI payments."

Work Authorization for People Awaiting Asylum Decisions Usually Denied After Initial Examination At issue, in part, are the lengthy delays inherent in the asylum process, combined with routine denials of work authorization during the waiting period. The study finds that work authorization is usually granted only for the relatively short period before a hearing on the merits of the case. "At that point," the authors observe, "almost all asylum applications from Central Americans are judged to be frivolous, and further work authorization is denied."

The study found that Central Americans in the United States are "typically very poor and in need of a variety of services, especially health care." The study observes a general belief that "very few are currently receiving public welfare benefits from programs such as AFDC, SSI, Food Stamps, and Medicaid." They note one exception, California's Med-Cal program, which appears to provide temporary health care benefits to some Central American migrants.

Demographic Profile of Central American Migrants In attempting to assess the impact and potential impact of Central American migrants on U.S. public assistance programs, the study analyzed the numbers of migrants in the United States by country of origin, their sources of income, legal statuses, and other demographic and social characteristics.

Although the proportion of families migrating north is growing, 60 to 80 percent of the migrants are males traveling without their families. Central Americans are overwhelmingly concentrated in a few locations, with fully 40 percent of the total U.S. population residing in Los Angeles and the remainder mostly in San Francisco, Texas, Washington, D.C., and New York City. Only 10-15 percent live outside these areas, according to the study.

Hondurans, representing less than 10 percent of the total, are concentrated in New Orleans, and Nicaraguans, constituting 5-10 percent of the total, are found mostly in Miami.

The study estimates that between three-quarters of a million and 1.3 million Central American migrants currently live in the United States and that two-thirds of these are from El Salvador and another 15 to 20 percent from Guatemala. The parameters of the study excluded people from Mexico and the Caribbean.

Meetings and Conferences

° ORR is sponsoring a series of regional consultations concerning the future of refugee resettlement programs. In his letter announcing "Refugee Resettlement: A New Decade," ORR Director Phillip Hawkes said, "We begin the next decade with a new set of fiscal realities and the potential for changed directions in the refugee program." The agenda for the March 25-26 consultations in Boston includes sessions dealing with refugee health services, the future role of MAAs, jobs for the hard-to-place, and refugee access to public services.

Upcoming meetings will take place in Seattle, April 1-2; Dallas, April 22-23; Chicago, April 29-30; San Diego, May 13-14 (tentative). Atlanta hosted the first consultation from February 25-26. (See related article.)

Reader Exchange

° The U.S. Department of State Bureau for Refugee Programs has requested that we publish the following message to the Cambodian-American community:

> Many of you have a member of your family who is in a camp on the border of Thailand and Cambodia. You should be aware that the U.S. government now has a family reunification program for people in this country who wish to sponsor close relatives in the border evacuation sites in Thailand. However, this is a very limited program which applies only to certain people with certain relatives in Thailand. If you meet the following criteria, you should contact your local voluntary refugee resettlement agency or the U.S. Immigration and Naturalization Service (INS) for further information on how to bring your close relatives to the United States.
>
> --If you are a U.S. citizen: your wife or husband, children, parents, brothers, and sisters may qualify for an immigrant visa.
>
> --If you are a permanent resident alien (a "green card" holder): your wife or husband, and unmarried daughters and sons, regardless of age, may qualify for an immigrant visa.
>
> --If you were admitted to the United States as a refugee and are not yet a U.S. citizen: your wife or husband,

and unmarried children who are under the age of 21, may be able to join you in the U.S. under "Visas-93."

° To coincide with the seventh anniversary of the fall of Phnom Penh on April 17, a campaign is being organized to send the White House 100,000 letters asking President Reagan to take an active role in protecting and reunifying Cambodian refugee families living along the Thai border. Letters should be postmarked April 14, in order to reach the White House by the 17th, according to Mary Scully, one of the organizers. Those interested in helping with this appeal should contact Elaine Kenseth-Abel, Cambodia Crisis Committee II, 28 Hurst Rd., Amherst, MA 01002, (413) 253-2920, or Mary Scully, Khmer Health Advocates, Inc., P.O. Box 14703, Barry Square Office, Hartford, CT 06114, (203) 527-0042.

Resources

BILINGUAL VOCATIONAL EDUCATION DEFENDED

An overview of the field of bilingual vocational education (BVE), including descriptions of successful educational strategies and resources, has been published by the National Center for Research in Vocational Education.

In Bilingual Voc Ed, Joan Friedenberg and Curtis Bradley provide an historical account of the development of bilingual vocational education and arguments justifying continued commitment to this method of instruction for limited-English-proficient vocational students. They point to an increasingly sophisticated American work force as evidence that today's jobs require English-language skills.

Successful BVE programs should, according to Bilingual Voc Ed, combine bilingual job-skills instruction with simultaneous job-related, English-as-a-second-language (ESL) instruction.

Friedenberg and Bradley criticize the practice of requiring ESL study before moving on to vocational instruction because it "is frustrating for students who desperately seek an occupation to have to wait many months while mastering survival English before even being permitted to begin vocational training." They observe that "most refugee assistance programs" do, in fact, require ESL instruction before vocational training, despite what they see as the negative effect of that practice on the limited-English students.

The authors also find weaknesses in vocational English-as-a-second-language (VESL) programs because "they do not provide the actual occupational skills training needed to acquire gainful employment."

The 53-page work includes charts of minimal competencies for bilingual vocational instructors, descriptions of specific programs, and sources of non-English and bilingual vocational educational materials.

To order, request publication IN 269, and send $5.75, prepaid, to the National Center for Research in Vocational Education, National Center Publications, Box F, 1960 Kenny Rd., Columbus, OH 43210.

PUBLIC SERVICES FOR ALIENS OUTLINED

A brochure listing and clarifying government-funded programs to which immigrants are entitled has been produced by the Office of Immigrant Affairs of the New York City Department of City Planning. The brochure describes various immigrant categories and includes a glossary of terms and a chronology showing how restrictions on alien entitlements have evolved.

The brochure, when fully opened, becomes a chart suitable for posting; it lists eligibility requirements, proofs of eligibility, and laws and regulations.

Although specifically designed for New York City, the brochure (and chart) would serve as a useful model for other places.

To obtain a copy, contact the Office of Immigrant Affairs, Department of City Planning, 2 Lafayette St., New York, NY 10007-1363. (212) 566-2944.

U.S. DENIAL OF RESETTLEMENT TO SOME CAMBODIANS IN THAILAND EXAMINED

The U.S. Committee for Refugees will make available in April an "issue brief" on the process by which the United States has denied resettlement to roughly 15,000 Cambodians in Thailand. The report, written by Stephen Golub, is based on extensive research and interviews he conducted in Thailand and the United States from 1983 through 1985. The report examines why the Cambodians have been rejected and why many in that group may merit resettlement. Copies can be obtained free of charge from the U.S. Committee for Refugees, 815 15th Street, NW, Suite 610, Washington, D.C. 20005, (202) 667-0782.

PROFILE DRAWN OF AMERASIANS IN THE UNITED STATES

The first national, statistical profile of Amerasians in the United States has been published by the Migration and Refugee Service of the U.S. Catholic Conference.

Based on a survey of USCC resettlement caseworkers for Amerasians, In Our Fathers' Land: Vietnamese Amerasians in the United States presents a composite picture of a 1983-84 Amerasian arrival. Typically, the Amerasian is a thirteen-year-old who is accompanied by a mother and half-sibling in a mid-size U.S. city in one of the Sunbelt states. The teenager is enrolled in a public school and making new friends, but is handicapped by a lack of English proficiency. Most yearn to meet their American fathers, according to the composite, and most mothers know the fathers' full names.

Ironically, some of the Amerasian teenagers who fled racial discrimination in Vietnam are experiencing the same phenomenon in the United States. The report suggests that the Amerasians are probably "simply unprepared for their sudden immersion into inner-city America, with its sometimes threatening and/or violent surroundings."

Amerasian children usually live with a single parent. Ten percent of the mothers, the report finds, have mental health problems "bothersome enough to interfere with daily functioning." The same percentage of Amerasian children have serious or severe adjustment problems.

For single copies of the report, send 90¢ and a self-addressed, stamped envelope to Migration and Refugee Services, U.S. Catholic Conference, 1312 Massachusetts Ave., NW, Washington, DC 20005. For more copies, call Dava Walker, (202) 659-6624, or write to her at the above address.

MANUAL ADVISES VOLUNTARY AGENCIES ON PROFIT-MAKING ACTIVITIES

Practical advice to voluntary service agencies on whether and how to generate income is provided by the Greater New York Fund/United Way's Profit for Nonprofits: Myth or Reality.

The manual, directed specifically to small- to medium-sized community-based social service agencies, warns that most such groups do not have the "cushion" of money or manpower to allow them to take the investment risk. Nine out of ten small businesses fold in the first five years, the book points out, and nonprofit agencies entering into enterprise have additional problems. For example, nonprofit organizations generally lack entreprenurial skills and access to outside capital. They frequently have double agendas--the desire to "do good" and maintain a clean public image as well as make money. "If we limit ourselves to small community-based social service organizations whose business activities are separate from their major mission and who have no built-in audience or market (other than their poor clients)," the book notes, "we have eliminated almost all evidence of successful profit-making activity."

The manual, though, provides a planning and implementation process for earning income, including a structure for estimating costs and a checklist for assessing an agency's ability to enter the market.

Although generally pessimistic about the prospects for success, the manual indicates that voluntary agencies involved in profit-making activities have little cause to fear a loss of their tax-exempt status. Business income is tax exempt, according to the manual, if it is substantially related to the purpose of the organization, is staffed by volunteers, consists of donated merchandise, or is carried on primarily for the convenience of organization members or employees. In any case, the first 15 percent of income from unrelated business, while itself taxable, cannot endanger an agency's tax exempt status, according to the book.

Profit for Nonprofits is available for $6.00 from the Greater New York Fund/United Way, 99 Park Ave., New York, NY 10016. (212) 557-1050.

Statistics

INDOCHINESE REFUGEE PROGRAM
AS OF JANUARY 31, 1986

ARRIVALS IN SOUTHEAST ASIA	Jan. 1986	Jan. 1985	FY 86 Cumul.	FY 85 Cumul. thru Jan. 1985	Cumulative Since April 1975
Total Boat	1,107	1,165	5,662	6,459	629,786
Total Land	223	4,502	8,126	10,993	578,150
Total Direct (includes ODP)	1,412	1,336	7,011	8,386	489,016
Total Arrivals	2,742	7,003	20,804	25,838	1,696,952
RESETTLEMENT IN THE UNITED STATES					
Vietnamese: Boat and Land	1,598	1,880	6,728	7,468	349,872
Direct to U.S. 1975	0	0	0	0	123,000
Direct (ODP)	89	30	352	284	21,795
Subtotal	1,687	1,910	7,090	7,752	494,667
Khmer	2,319	1,332	6,944	5,351	125,603
Lao	77	195	710	2,079	93,383
Highlanders	62	125	647	261	57,332
Total Departures to the U.S.	4,145	2,562	8,301	15,443	780,985
RESETTLEMENT IN THIRD COUNTRIES					
Direct to PRC 1977-1979	0	0	0	0	263,000
Direct (ODP)	879	987	3,662	4,742	58,173
From First Asylum and RPC's	1,313	1,283	6,432	6,172	407,190
Total Departures to Other Countries	2,192	2,270	10,094	10,914	728,363
TOTAL RESET. IN U.S. AND THIRD COUNTRIES	6,337	6,763	25,485	27,288	1,509,348
ADDITIONAL DEPARTURES					
Voluntary Repatriation	2	48	2	103	4,455
Voluntary Relocation/Other	14	25	135	67	43,793
Total Additional Departures	16	73	137	170	48,248

DECEMBER 31, 1986 POPULATION:			
	Indochinese Refugees in First Asylum		153,294
	Indochinese Refugees/Dependents in ESL/CO Training		
	Bataan	14,406	
	Galang	1,599	
	Phanat Nikhom	3,421	
	Total		19,426
	ODP Refugees in Transit in Bangkok		526
Total Indochinese Refugee Camp Population January 31, 1986			173,246

Total Indochinese Refugee Camp Population on January 31, 1985: 181,360

Total number of Indochinese admitted into the U.S. in non-refugee status this fiscal year is: 1,465 (115 first asylum/1,350 ODP)

Source: Bureau for Refugee Programs/U.S Department of State

Editorial comments and inquiries should be sent to: *Refugee Reports*, 815 Fifteenth Street NW, Suite 610, Washington, DC 20005. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, Sunbelt Fulfillment Services, P.O. Box 41094, Nashville, TN 37204. (615) 377-3322.

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THE U.S. AND ANTI-PIRACY EFFORTS: NEW RESULTS, BUT VIOLENCE PERSISTS

The photo shows a young Vietnamese woman grimly pointing toward a row of six Thai, each with a sullen expression.

In one sense, her situation is old news. Like the victims of more than 2,000 other such reported crimes, according to statistics obtained from the U.S. State Department, the woman was abducted and raped by pirates--for the most part, rogue Thai fishermen who prey upon Vietnamese boat people.

What sets her apart, however, is that she was searched for and found by Thai police, and, in the snapshot, she is identifying her attackers.

"That wouldn't have been possible months ago," a Department official said of the woman's recovery and her role in bringing her attackers to justice.

The source, who discussed U.S. anti-piracy activity in general on the grounds that he remain anonymous, suggested that the photo represents the first fruit of a special U.S.-Thai program begun in October.

The bilateral effort is one of the latest official attempts to stop the murders, rapes, robberies, and abductions that have been the pirates' calling cards since boat people started leaving Vietnam eleven years ago.

Thousands of lives lost and damaged, millions of dollars spent, and several official declarations later, the results are mixed, partly, critics say, because the United States is not pressuring Thailand sufficiently for prosecutions.

As yet unavailable statistics for the first quarter of 1986 reportedly show an improved piracy picture, but an official in Southeast Asia knowledgeable about the piracy problem warned against attributing it to any anti-piracy measure.

"There's no way to establish a conclusive link," he said.

Attacks Still High off Southern Thailand Attacks against boat people have declined. For example, State Department statistics indicate that 25 percent of the 257 boats that landed in Thailand last year were attacked. Those boats carried 3,322 people. The

IN THIS ISSUE:

Pirates continue to attack boat refugees fleeing Vietnam. This issue features a look at anti-piracy efforts in the Gulf of Thailand.................1

- Update.................5
- Recent Developments

We continue our examination of efforts to encourage refugees to find early employment. In this issue: Fish-Wilson amendment spurs demonstration projects and proposals; Refugee professionals struggle to adapt to life in the U.S.........6

- Projects and Programs

Program trains refugee women for work in the day care field......................14

- Resources.............15
- Statistics

Asylum cases filed with district directors FY 86 as of February 28, 1986........16

previous year, when 181 boats with 3,036 passengers landed, the percentage attacked was 11 points higher.

Yet, such numbers can be misleading, according to sources, because they mask the situation off southern Thailand, long the area of the most intense piracy. Nearly 70 percent of the 59 boats that landed there last year were hit by pirates, and the attacks were deadly.

"It was one of the worst years for violence," the official in Southeast Asia said.

Rapes of young women were at their highest level in years, and pirates rammed eleven boats. Fifty boat people lost their lives in one attack alone in December.

Apprehensions By Land Police Stressed

According to the State Department official, the U.S.-Thai effort begun last fall is the one that stands the best chance of further reducing attacks.

Paid for with $205,000 in U.S. funds, the program is designed to apprehend pirates and recover victims through police work on land.

With that end in mind, U.S. officials have been conducting training sessions for Thai authorities in "fundamentals of modern police work," according to the State Department source, some of which, he explained, are related to gathering evidence against suspects. Through this program, he added, Thailand and Malaysia have been encouraged to cooperate, and Thai officials are now able to visit boat people who have landed in Malaysia to hear their complaints about Thai suspects.

Recently, arrests have risen. So far this year, for example, Thai police have taken ten suspects into custody, an amount equal to a whole year's arrests in the past.

And, there have been other signs of progress, according to sources. Last month, Thai authorities started pasting bright red anti-piracy stickers to the hulls of boats and walls of bordellos and police stations. The stickers declare, "Piracy Is an Affront to the Thai People," and show a phone number to be called should an attack, suspect, or victim be spotted.

The State Department official said, though, that the message the stickers bear is not what matters most.

"It's the first time they have admitted that their citizens are involved in the attacks," he said of the role the authorities have taken.

He added, "No matter what resources you provide, you'd get nowhere without the cooperation of local Thai authorities. They are working with us beautifully. Without them, you could put up a zillion dollars a day and get nothing."

U.S. Anti-Piracy Funds in the Millions

Actually, millions have been provided. Congress earmarked nearly $12 million for anti-piracy measures over a three-year period that will end in September.

U.S. officials have used the money partly to set up a special anti-piracy unit in the U.S. Embassy in Bangkok. Five people staff the section: Harold Lierly, a former U.S. Drug Enforcement Agency official, runs it and enjoys a reputation for commitment and hard work; Lierly is assisted by a full-time consultant. Three embassy staff work on the issue part-time, too.

All, according to the source, divide their time between Bangkok and Songkhla, a southern Thai coastal city near the sites of boat landings. A U.S. consular officer based in Songkhla is also involved part-time, though he is not part of the unit.

Meanwhile, in Washington, Michael D. Metelits of the State Department's Bureau for Refugee Programs works solely on the piracy issue. The position was made permanent when Metelits assumed the post last fall. Previously, consultants or staff split their time between piracy and other concerns.

The U.S.-Thai program that these people focus on was conceived to bolster another effort, a four-year-old UNHCR-administered anti-piracy program. The United States is the largest contributor to that arrangement, in which 11 nations participate; the U.S. donation of $1 million for this year is paying for 41 percent of the current program.

Originally, the UNHCR program emphasized sea surveillance by Thai navy planes and ships, an approach that was questioned in a 1983 review by a team of international experts. Since then, anti-piracy activities on land have received more emphasis.

Last year, according to UNHCR, the proportion of boat refugees who were rescued nearly doubled after years of declining; 2,818 refugees were saved by passing ships, or 15 percent of the total number who arrived in Southeast Asia in 1985.

Sea Patrols Face Difficulties Sea patrols continue, however, and they have run into some new problems. For example, according to the State Department source, statistics indicate that a strip of the Gulf of Thailand claimed by Thailand, Malaysia, and Vietnam is the area where most of the attacks took place last year.

But, even though the strip has been identified, Thai patrol craft won't enter it, the source said, because it is disputed and Thailand does not want to risk confrontations with other claimants to the area.

Still, plans to bolster sea suveillance move forward. More than $260,000, for example, are expected to be spent from UNHCR anti-piracy program funds to upgrade an airport outside of Songkhla.

The upgrading, which is not expected to be completed for two years, is believed to be necessary because planes currently cannot take off and land at the facility at dawn and dusk, times when piracy attacks are likely. The improvement will include the installation of control tower lights, paid for with $107,000 from U.S. contributions to the UNHCR program.

Although the United States is going along with such steps, American officials do not believe that sea surveillance will solve the piracy. "Most people think there is a smoking pistol, that you can catch people in the act," the State Department source said. "There are other things [such

While many dispute the claim, the State Department, in its 1985 World Refugee Report to Congress, singled out the Orderly Departure Program (ODP) as "an alternative to the dangerous and disorderly escapes in small boats." But the chances of many Vietnamese to leave Vietnam legally through ODP looked slim in mid-April.

Vietnam and the the United States still disagreed about a "backlog" of people who have been given exit visas by the government of Vietnam so that they can leave via the program (Refugee Reports, Vol. VII No. 1). Hence, Vietnam continued its suspension of granting visas. The suspension, which began January 1, was discussed during an early March meeting between Vietnamese and U.S. officials, but that session did not resolve matters. In light of the unchanged and prolonged nature of the situation, one diplomatic source described the outlook for the ODP program as "not brilliant."

Since the suspension took effect, ODP monthly departures for the United States have fallen by 30 percent, according to the State Department. Some flights that would have carried people bound for Australia and Canada were cancelled last month, but according to Donald Ellson, the State Department official who oversees the ODP program, there were no plans to cancel flights scheduled to bear passengers destined for the United States. Ellson said, however, that the numbers of such emigres are expected "to drop off soon."

According to a former program interviewer who has followed developments closely, recent ODP arrivals in Bangkok have consistently reported that Vietnam is recalling exit visas already issued.

"If there is a recall," he said, "it's a sign that the Vietnamese consider ODP to be ended."

Vietnam was said to have successfully encouraged one 13-year-old boy "to stay and build his country." He added that the child had sought to rejoin his parents in Norway, which is reportedly making the boy's case an item of special concern.

However, Nguyen Dang Quang, Vietnam's first secretary to the United Nations in New York, said he had "no information" about a recall of exit visas. Asked if that meant his government was not taking back visas, Nguyen replied, "I think so."

Meanwhile, U.S. and UN sources said they knew nothing about such a development. But the former ODP interviewer cautioned that official notice of a recall should not be expected. "I'd be surprised if there was anything," he said, noting that Vietnam originally communicated its plans for an ODP moratorium unofficially and in an understated fashion.

Since the ODP moratorium came about, there has been little change in boat departures from Vietnam. In January and February, 2,580 boat people landed in asylum countries of Southeast Asia, or 10 fewer than in the same months a year earlier. However, sources say, it may be too soon to detect any effect the ODP situation may have on illegal boat escapes.

as the new Thai-U.S. program] that you can do that are far more promising."

Active Congressional Interest Lacking

One who is reported to be unhappy with the airport improvement plan is Rep. Stephen Solarz (D-N.Y.), the Congressman who led the effort to get federal funds earmarked for anti-piracy measures.

"He thinks it's a stupid idea," a source close to Solarz said, adding that the extra flying time the improvement would permit would have a negligible effect on anti-piracy efforts.

These days, though, Solarz, chairman of the House Subcommittee on East Asian and Pacific Affairs, has a limited amount of time to make his dissatisfaction known. Developments in the Philippines have "consumed" his office recently, according to the spokesperson, and it is unlikely that other lawmakers are filling the void.

Indeed, in recent years, piracy attacks against boat people have generated little interest on Capitol Hill--the last congressional hearing exclusively devoted to them was held four years ago this month, and there have been suggestions that legislators' lack of interest is part of the reason anti-piracy measures have not been very effective.

"Nothing's going to change unless 20 Congressmen are banging on our door asking us to do something," a State Department source who formerly worked on the issue once said.

"Mercy Ship" Sails the Gulf Interest is strong in at least one quarter, though. SOS Boat People, a refugee group in San Diego, is helping to sponsor the sailing of the Regina II, a German "mercy ship," on the Gulf of Thailand as an a answer to piracy.

Privately funded by European and U.S. groups, the Regina II costs $4,000 to $5,000 per day to operate. The ship entered the Gulf in March, and had rescued 316 boat people within one month. It is expected to sail for four months. Last year, another ship, the Jean Charcot, saved 525 people in the Gulf of Thailand during May.

U.S. officials frown upon vessels which are used exclusively for such purposes, viewing them as "pull factors" that attract boat people and expose them to attacks. Also, the ships are seen as expensive but superficial solutions.

But Nguyen Xuu Xuong, SOS director, disagrees. "They aren't superficial to the people who have been rescued," Nguyen said, implying that boat people cannot be "pulled" from Vietnam immediately by a mercy ship sailing in the region for a short time because their escapes "take three to six months to plan."

The SOS director questioned the way U.S. anti-piracy funds generally have been spent. "The Thai have received millions," he said, "but things are still not much better."

He added that the United States is afraid to pressure Thailand for results because it fears alienating a trusted and treasured ally in Southeast Asia; moreover, according to Nguyen, Thailand is insincere about fighting piracy because it deters the arrival of boat refugees, people long unwanted by Thai authorities.

Anti-Piracy Information Scarce At some point, regular reports on the activities of the Embassy's anti-piracy unit may be available to the public. The State Department has suggested them, according to the source, but he questioned whether the unit can take on "another reporting load."

If such information did become available, it would fill a considerable void. Now, the only statistics available from U.S. officials in Washington are those on piracy attacks themselves; and they are based upon information supplied by UNHCR.

Information on U.S. efforts to combat piracy remains difficult to obtain. For example, the State Department source turned down requests for written information on the following: the findings of consultants who have studied the piracy attacks; the spending plan for U.S. anti-piracy funds and the activities undertaken since Congress first earmarked the money three years ago; and the way in which the U.S. contribution to the UNHCR anti-piracy program is being spent.

The requests were said to be either confidential, inappropriate, or, in the case of previous spending, hard to satisfy since now-departed officials were in charge of the funds.

Future Funding Uncertain How long money will be available for the anti-piracy program is another question for which there seems to be no answer now. According to the source, the Gramm-Rudman-Hollings budget law could curtail U.S. anti-piracy spending, but it is too early to know that for sure. He said, though, that the United States would like to increase slightly its contribution to the UNCHR anti-program program.

Despite these uncertainties, the source seemed sure of one thing--that he may soon have another photograph of a rescued abductee as a foil to the attack statistics that have accumulated over the years.

The first woman pictured had a sister who was also kidnapped, he said, and her recovery was anticipated soon, along with the arrest of a seventh suspect in the abduction of the two women.

"He's on the water now," he said of the piracy suspect, "but when he comes in, we're going to nail him."

This article was written by Joseph Cerquone.

Update

° Philip N. Hawkes is no longer the director of the Office of Refugee Resettlement (ORR). On April 14, he was promoted to the position of deputy administrator of the newly created Family Support Administration. Hawkes will have oversight responsibility for ORR and five other programs in the Department of Health and Human Services. Philip Holman is the new acting director of ORR. Holman had been the director of ORR's division of policy and analysis for six years. An ORR spokesperson said that Hawkes would still attempt to attend the upcoming regional consultations, "Refugee Resettlement: A New Decade."

° The Moakley/DeConcini bill (H.R. 822, S. 377) providing for a temporary stay of deportation for Salvadorans in the United States was reported out of the House Subcommittee on Immigration, Refugees, and International Law on April 16. Passed by a tie vote, the bill moves to the full Judiciary Committee without recommendation. Two amendments to the bill were also added. The first establishes a November 7, 1985 cut-off date for eligibility for stays of deportation. The second excludes Salvadorans from consideration for federal public assistance benefits and requires them to sign affidavits affirming their intention to return voluntarily to El Salvador upon the lifting of the stay of deportation.

° Asylum seekers fleeing Communist countries will be presumed to have a "well-founded fear of persecution," according to new asylum policy directives being drafted by the Justice Department, according to the March 20 New York Times. The proposed policy would represent a significant departure from the Refugee Act of 1980, which eliminated ideological and geographic restrictions favoring refugees from Communist countries and the Middle East, and which adopted an ideologically neutral standard for asylum consistent with international law.

The Times reported that the change is now in the form of a confidential memorandum awaiting Attorney General Edwin Meese's signature. Meese's aides told the Times that "he found it difficult to accept the view that the refugee law and asylum rules permitted no distinction between aliens fleeing Communist and non-Communist countries." The draft directive includes specific references making it easier for Polish nationals in the United States to be granted asylum.

° The Supreme Court decided on February 24 to resolve conflicts between district courts on the question of whether "a well-founded fear" of persecution--used to determine asylum applications--is the same as the "clear probability" standard for determining whether to withhold deportation.

The appeals courts differ on whether the asylum burden of proof of a well-founded fear of persecution is more lenient than the requirement to establish a clear probability of persecution for withholding of deportation. The Board of Immigration Appeals holds that "as a practical matter," the two standards "converge." The ninth circuit court of appeals maintains that "the term 'clear probability' requires a showing that there is a greater-than-fifty-percent chance of persecution." In contrast, the ninth circuit interprets a "well-founded fear" as being "a substantive fear," needing some objective basis, but that "the likelihood of persecution need not be fifty percent."

The Immigration and Naturalization Service petitioned the Supreme Court to review the decision of the ninth circuit, saying that Congress did not intend to create two different standards of proof when it passed the Refugee Act of 1980.

Recent Developments

FISH-WILSON AMENDMENT: DEMONSTRATING RESETTLEMENT ALTERNATIVES PROVES DIFFICULT

Passage of the Fish-Wilson amendment in October 1984 was marked by high hopes that it would inspire alternative approaches to refugee resettlement that would reduce refugee dependence on public assistance. Voluntary agencies, in particular, were eager to demonstrate that effective resettlement, resulting in early employment and self-sufficiency for refugees, could be achieved by restructuring the resettlement process.

A year and a half later, no projects inspired by the amendment have been approved. Two states, California and Oregon, have been able to take advantage of Fish-Wilson's authority to implement programs that were already well into the planning stages when the amendment was passed.

The Fish-Wilson amendment authorized the Office of Refugee Resettlement (ORR) to fund projects that implement alternative means of providing refugees and entrants with "interim support, medical services, support services, and case management, as needed, in a manner that encourages self-sufficiency, reduces welfare dependency, and fosters greater coordination among the resettlement agencies and service providers."

Sources suggest several reasons that only the two state projects have gone forward. ORR, which funds Fish-Wilson demonstration projects, announced final regulations in June 1985, some eight months after the amendment was passed; the first due date for preliminary applications was July 15.

Project Requirements Hard to Meet The ORR announcement of funds available for projects set forth "pre-application" requirements which were difficult to meet, according to Richard Parkins, ORR director of operations. Demonstration projects are hard to implement, he said, and the pre-application process was designed to protect organizations from making the big investments necessary to develop full proposals for projects with little chance of success.

The pre-application requirements are especially rigorous, Parkins said, because there is no new money available for Fish-Wilson demonstration projects. Instead, funds must come from ORR grants which otherwise would have gone to serve the project participants. Thus, proposals need to show that the projects have sound methodology and will result in savings, especially in terms of cash assistance. Parkins said that the pre-applications ORR has received failed to provide convincing evidence that the proposed projects can have a significant impact.

If there is any disappointment, Parkins said, it is not the lack of applications, but the lack of good, solid ones. He said the weakness had not been in the resettlement concepts proposed, but in the failure to understand the complexity of doing a successful demonstration.

Voluntary Agencies Propose Project The voluntary agencies have been disappointed in the ORR response to a proposal submitted by all of the national agencies for a Fish-Wilson demonstration project in San Diego. The pre-application, submitted for an October 1, 1985, deadline, was not accepted by the ORR review panel. The agencies are redeveloping the proposal to respond to the deficiencies identified by ORR.

Mark Franken of the U.S. Catholic Conference (USCC) said the rejection of the national voluntary agency proposal was disappointing because the agencies had been instrumental in bringing about the Fish-Wilson amendment. "After consistent voluntary agency efforts, through several sessions of Congress, to have language passed that would provide for case management, intensive employment services, and some mechanism for support outside the public welfare system, the agencies have had a vested interest in testing their assumptions." Franken said that to the agencies, the passage of the Fish-Wilson amendment indicated that Congress wanted such a model tested.

The voluntary agency pre-application was turned down, Franken said, because it did not provide enough detail on the impact the project would have on refugee self-sufficiency. He said that ORR's high standards for the pre-application put the voluntary agencies at some disadvantage.

First, Franken said, the agencies had some difficulty gaining access to necessary statistics such as those on refugee public assistance utilization. Also, he said, states can use ORR administrative funds to develop their proposals, while the voluntary agencies have to do it with their own resources. He had hoped that ORR would respond to the agencies' detailed explanation of the proposed service delivery system by approving the concept for further development, but instead, he said, they rejected the pre-application.

Parkins acknowledged that states can more readily obtain the data needed to project cost savings and other program results, but said that ORR will give any data needed for proposals to voluntary agencies. He said that he did not think that any difference in the ease of applying had impeded the private sector from competing for Fish-Wilson grants.

However, the role of the states is crucial, Parkins said. The goal of the Fish-Wilson amendment is reduction of public assistance utilization, and the public assistance system is largely defined by states, he said. Thus, the states are needed to address welfare dependence. "You can argue that it can be changed only with state involvement." In fact, ORR has required applicants other than state governments to consult and cooperate closely with their states.

Cash Assistance Control an Issue The role to be played by the state has been a key issue in the development of the voluntary agency proposal for a San Diego demonstration project. The agencies chose a California site, according to Franken, because "California, with its high rate of welfare dependency, is obviously a high priority for Fish-Wilson's attempt to attack the welfare system and develop alternatives."

A major component of the voluntary agencies' proposed resettlement plan was agency control of cash assistance to refugees. According to Franken, if the resettlement agencies have adequate resources to support refugees for six months without contact with the public assistance system, earlier employment can be achieved. But the state of California, he said, would not agree to a system where the voluntary agencies administer cash assistance.

Walter Barnes, chief of refugee services for the state of California, said that he is not opposed to giving the voluntary agencies responsibility for an alternative cash payment system, but that to actually change how cash assistance is paid would require legislation. He said he has told the agencies that getting legislative approval and setting up a new payment system would take a long time.

Franken said that doing the demonstration project without voluntary agency control of cash assistance would mean not testing the service delivery system that the agencies think is most effective. Nevertheless, because the agencies still want to focus on California, Franken said, they are willing to submit a compromise proposal if the voluntary agencies can have "enough case management authority to affect the eligibility of refugees for cash assistance."

An understanding is needed between the voluntary agencies and the state that the public assistance system and service provision must respect, not conflict with, the refugee's employment plan, said Wells Klein, executive director of the American Council for Nationalities Service and chairman of InterAction's subcommittee on refugee resettlement.

Barnes said that discussions about a resubmission of the San Diego application were continuing and that the state would be able to cooperate with the agencies on the model being considered now.

Ron Curtin of the World Relief affiliate and chairman of the voluntary agency committee in San Diego said there is a legitimate legislative problem in getting the cash payment system changed. He said the agencies must be realistic and propose something that the state can agree to and that ORR could fund. "What's reasonable is to do step one now--more intensive involvement with resettlement," Curtin said.

Proposal Emphasizes Case Management According to Curtin, that intensive involvement is the essential element of the proposed San Diego project--making each voluntary agency office a central intake unit responsible for services that help the refugee toward economic and social independence. Such involvement entails a required resettlement plan, regular meetings, and a consistent message stressing early employment and the upgrading of skills after placement.

Franken agreed that case management is the centerpiece of the project. He said that the voluntary agency would have authority to develop an appropriate service plan to bring family members to early employment. While the idea sounds simple, Franken said, it is rather novel in refugee resettlement, which has been fragmented, with authority spread among various service providers.

The principles of the demonstration project are almost identical to those in a Chicago demonstration project undertaken by the resettlement agencies there in 1985, Franken said (see Refugee Reports, Vol. VI, No. 1). In addition to case management, the other main components are employment services, medical insurance not tied to cash assistance, income maintenance that precludes access to public assistance, and program evaluation.

The main difference from the Chicago project, according to Franken, is building in a solid evaluation system from the beginning of the project to allow sound conclusions about results.

Extensive Cooperation Required Franken said that the cooperation among the national voluntary agencies to develop a Fish-Wilson application, and their agreement on an effective resettlement service model, was unprecedented. "It's been a good exercise," Franken said. "We've identified much commonality about what is viewed as good resettlement."

Curtin called the Fish-Wilson proposal development process a "real eye opener," as it involved working with all agencies, each with different concerns. "You have to get the national agencies, the local affiliates, mutual assistance associations, county government, state government, and the federal government--some of whom have vested interests in the system not changing--to agree," Curtin said. "That's been frustrating."

Locally, Curtin added, there have been some differences of opinion due to the effects the project will have on agencies because of their size and different client populations. He said that the small agencies will have a more difficult time with the project. But he added that there has been basic agreement that the model is best for the refugees and a spirit of cooperation, with the large agencies offering help to the smaller ones.

Though all the national voluntary agencies are cooperating on the proposed project, the agencies involved in resettlement in San Diego are World Relief, USCC, the International Rescue Committee, Lutheran Immigration and Refugee Service, Church World Service, and the Presiding Bishops Fund of the Episcopal Church.

Klein also described the difficulties associated with the Fish-Wilson proposal. "We have a complex refugee resettlement system that varies from state to state, agency to agency, with two federal funding sources --a system that has evolved, not one that anyone would have designed," he said. "That system has developed inertia. Fish-Wilson calls for change, and systems are not easy to change, especially with a variety of actors and vested interests."

Klein added that there is apprehension in the refugee community about the Fish-Wilson proposals because some do narrow refugees' options and provide sanctions for not accepting employment.

San Diego MAAs Developing Project Curtin said that the mutual assistance associations (MAAs) in San Diego, though submitting a proposal of their own, were supportive of the voluntary agencies' proposal. He said that the MAAs would prefer to do a demonstration project themselves, but if the voluntary agencies do it, they will cooperate.

The San Diego MAAs have submitted a pre-application for a Fish-Wilson project, according to Cuong Ngo-anh, founder of the Vietnamese Federation of San Diego and the Indochinese Mutual Assistance Association of San Diego, a coalition of MAAs. But, Cuong said, the proposal received no support from the voluntary agencies and other service providers, and their pre-application was rejected by ORR.

Cuong said that the Indochinese Mutual Assistance Association sent a letter to the voluntary agencies saying that if they developed a project, "we would support them." He said it was sent because it is the tradition for the refugees to follow the agencies. "Everything is controlled by the voluntary agencies," Cuong said. "They are our bosses. Most of the active MAA leaders work for volags. We have to support them."

But Cuong said the MAAs do not, in fact, support the voluntary agency proposal. "Their proposal is just the old ingredients, with a little hot sauce added," he said. "That's not a demonstration project."

Private Sector Work Experience Proposed

The MAA proposal, according to Cuong, was innovative and unique, establishing a "production training unit," in which all employable refugees would be placed as soon as they arrive. Cuong said the project had already lined up 74 contracts with private corporations to provide them with refugee workers for positions requiring a wide range of skills.

Refugees would receive orientation and training while working in these positions for three months, he said. "Then, with real work on their résume, they would go out and find jobs and be ready for self-sufficiency." He added that the project itself would be self-sufficient with the fees paid by the employers supporting the program. The proposal requested $1 million the first year and none the second year, with the $1 million to be returned to the federal government once the production unit generates income, he said.

Cuong said the project had the support of the San Diego MAAs, MAAs in other parts of the United States, the San Diego Urban League, the San Diego Association of Government, the mayor, California's U.S. senators and several members of Congress, and the 74 private companies already with contracts. "It was rejected, though, because it is not the traditional service providers."

The San Diego MAAs will submit another application, modified somewhat to gain the state's cooperation, according to Cuong. He said that Fish-Wilson was a chance for the MAAs to be involved in resettlement, but that it seems they will not get that chance.

California RDP Changes Cash Assistance

To some extent, sources indicated, the state of California's hesitancy about the voluntary agency proposal stems from concern about the success of the state's own Fish-Wilson project, the refugee demonstration project (RDP). The ORR announcement does not prohibit more than one project in a state. Curtin said the San Diego project would work within the constraints of the RDP and would enhance rather than damage it.

The RDP, which began on July 1, 1985, is a three-year project which seeks to remove barriers to employment caused by public cash assistance, according to state refugee program chief Barnes. By transferring refugees normally eligible for Aid to Families with Dependent Children (AFDC) to the RDP, Barnes said, the primary wage earner in a refugee family can be required to work or participate in training in order for the family to receive cash assistance.

Under the AFDC-unemployment program, which provides cash assistance for most California refugees, Barnes said, the employment of the primary worker for more than 100 hours a week made the family ineligible. Most refugees, especially more recent arrivals, have low education and employment skills levels which limit them to jobs that do not provide enough income to maintain the family, Barnes said.

RDP allows refugees to take minimum wage jobs without being penalized by loss of their cash assistance grant and medical assistance. Instead, they receive supplements which bring their incomes up to the level of their AFDC grants. If employable refugees refuse to participate, without good cause, Barnes said, they can be sanctioned by partial loss of the cash grant.

Of approximately 350,000 refugees in California, 270,000 of whom receive some form of public assistance, only those who are AFDC recipients and in their first 30 months of eligibility for federal refugee assistance are in the RDP, according to Barnes. New arrivals and secondary migrants enter the program. He said there were some 37,000 in the program as of December 31.

While this is a small portion of the California refugee population, Barnes said, refugees not eligible for the RDP, or those who finish it without achieving self-sufficiency, will now go into California's new GAIN program, Greater Avenues for Independence, which applies to all AFDC recipients, including refugees. It establishes a program, like RDP, which requires AFDC recipients to participate in an employment services program.

Early Results Sketchy It is too early for any definitive results, Barnes said, but there has been some increase in job placements, word-of-mouth reports that secondary migration to California is decreasing, and some indication that RDP primary earners are entering the job market.

There has also been a slight reduction in refugee cash assistance utilization rates in California, Barnes said, from 85.4 percent in September 1984 to 81 percent in September 1985, with most of the decrease in the last quarter of that year when the RDP was implemented. But Barnes warned that many other relevant factors were present during that period so that the decline cannot be attributed to any one thing.

Sources agreed that the California RDP is not a true Fish-Wilson demonstration project, but used the amendment's authority to achieve something that was needed. Franken said any lowering of refugee public assistance use in California is significant, but that the results achieved by the RDP do not surprise him. "It's nothing innovative," Franken said. "It just put teeth in the existing welfare system."

Oregon Fish-Wilson Project Underway Oregon started a project under the Fish-Wilson authority in September 1985. The Refugee Early Employment Project features close cooperation among three primary refugee service providers, an emphasis on employment, the replacement of cash assistance payments with a combination of cash support and cash incentives, and provision of medical coverage that will continue even after a refugee is employed, said Ron Spendal, Oregon state refugee coordinator.

The program is being carried out in Portland's three-county area, where 82 percent of the state's refugees live.

Once newly arrived refugees are determined to be employable, Spendahl said, they meet with the case manager from the voluntary agency, a representative of the International Refugee Center of Oregon (a coalition of MAAs which provides employment services), and a representative of the three community colleges who provide English-as-a-second-language instruction. The refugee and the three service providers agree upon an individualized action plan designed to lead to self-sufficiency, Spendal said.

The level of cash support is calculated to be comparable to the public assistance level, but each refugee also receives an attendance incentive for participating in training, according to Spendal.

He said the key to the program is the focus on employment. "Everything else is subordinate to employment." The demonstration has wide support, Spendal said, because of the clear, consistent message given the refugees by all the providers at the same time--that employment comes first.

One aspect of the emphasis on employment is the ability to provide direct, immediate sanctions to refugees who refuse to participate. Spendal said that the refusal to participate would be discussed with the refugee, and then a series of escalating sanctions would be imposed.

Computers Used Spendal said the refugee community and MAA leaders feel the program is better than previous resettlement because of the medical program and the incentives which give them the sense that they are achieving for themselves, not simply receiving a handout.

An interesting aspect of the Oregon project is a data base managed by the Center for Urban Education, which is under contract to manage the demonstration project and train those involved in it. The center has provided technical assistance, including a data base, for the Oregon refugee program since 1981, but the data system has been upgraded for the project. Now there is an electronic file for each refugee participant, Spendal said, and all service providers have computer terminals on which they can examine files and update those for which they are responsible.

While it is early for meaningful results, Spendal said, some impressions are possible. The number of arrivals is lower than expected, but a higher percentage of arrivals are employable refugees and, thus, entering the project. The number of refugees placed in jobs and the number retaining jobs after 90 days, while still low, are ahead of expectations, he said.

Franken said that although the Oregon project was developed prior to passage of the Fish-Wilson amendment, it represents much of what the national voluntary agencies are interested in. However, he said, because of the shared case management authority, he feels there is an unnecessary level of complexity and bureaucracy. Franken also said that the high level of cooperation involved may be unique to Oregon's circumstances and would make the project difficult to replicate elsewhere.

Massachusetts Developing Proposal The state of Massachusetts has submitted a pre-application for a Fish-Wilson project and received approval to continue planning, according to Tom Ford, coordinator of program planning and evaluation in the state's office of refugee resettlement. He said the proposal is being substantially redesigned, but that ORR was receptive to its basic concepts.

The Massachusetts project would treat the whole program "exactly like a job, with the same expectations," Ford said. An employable refugee's assessed need level, which would be at least equal to the refugee cash assistance level, would be converted to an hourly wage which the refugee would receive for a combination of work experience, on-the-job training, and other appropriate training equalling a 40-hour week. Unlike public assistance, Ford said, any absence without a good reason would result in pay being docked.

Funds for the wages would come from program funds and the private sector, according to Ford. The refugee program is working with the state's Job Training Partnership Act office to plan the program and develop a network of private sector work-experience sites, Ford said. "The refugee program will contract with companies for a fee and, by using a job-sharing approach, will commit to keeping a certain number of low-wage, high-turnover positions filled," he said.

Program Would Introduce Refugees to Work Environment The refugees might think of the training placements as "dead-end" jobs that they would not take as regular, permanent employment, Ford said. They are designed, though, to introduce the refugees to the work environment instead of the welfare system. Ford said that the perceptual difference between welfare and earning was important. "The concept is to get the refugees involved in experience that looks and feels like work, not welfare, from the first day they receive assistance, so they are self-sufficient and don't have to make an adjustment to work." Thus, eligibility determination would take place in a service provider's office, not a state welfare department, and would be run "almost like a temporary employment agency."

Like other proposed Fish-Wilson projects, the Massachusetts version would separate medical assistance from cash assistance, and refugees would continue to receive coverage until employment insurance begins. In fact, Ford said, the lack of health insurance is seen as such a barrier to employment that in project planning, a placement without health insurance is not considered an acceptable outcome.

The project would work through the voluntary agencies, who would have contracts to carry out an expanded needs assessment for each refugee. This would determine the appropriate services and training each refugee needs to achieve self-sufficiency. Ford stressed that the model would include some on-the-job training. "The refugee can't be idle, waiting for the right training program."

RETURNING TO PROFESSIONS POSES CHALLENGE FOR REFUGEES

She is Ethiopian, a refugee, and unemployed.

"I feel really bad," she says of her four-month search for a job. "It's frustrating."

Her situation may sound typical in that refugees are regarded by some to be job-market liabilities who draw assistance in order to survive. Currently, 55 percent of all refugees in the United States less than three years receive some form of federal support, according to the Office of Refugee Resettlement (ORR).

Yet, this Ethiopian is another story. Highly educated--she was a lawyer in her native country--she is conducting a selective job search that she hopes will reap work appropriate to her background.

"I told myself to wait," she says of her search strategy. She receives no assistance, and relies for now on her husband's income. She adds, "If need be, I'll take anything."

It remains to be seen whether or not this hunt for the right job will end well. Sources indicate, though, that many former professionals who have arrived recently as refugees in the United States--significant numbers of Ethiopians, Afghans, Iranians, Soviet Jews, and other Eastern Europeans, for the most part--face uphill battles trying to resume their careers.

Some do return to professions, but such

success stories are difficult to achieve. Several factors hold these refugees back, and the national policy goal of early employment for refugees through entry-level jobs is not a realistic solution to their predicaments, sources indicate.

According to one resettlement director caring for Afghans in the Washington, D.C. metropolitan area, the early-employment policy and former professionals are a stark mismatch: "They clash," she says pointedly.

Loss of Status Takes Emotional Toll

Former professionals suffer perhaps the most dramatic changes in status among refugees.

"They experience severe downward mobility and are left devastated and confused," says Lucia Ann McSpadden, an anthropologist and resettlement worker in San Francisco. "In their home countries, they would be in positions of influence."

The plunge can have several dimensions. One of the Ethiopians McSpadden has studied for the past two years was tangled in cultural misunderstanding--he mistakenly injected questions of morality into his inability to improve his job situation.

The man kept saying, "I am a good man. I must have a good job," McSpadden remembers.

She says that Ethiopians are especially vulnerable to disillusionment because, more than other refugees, many are single men without family support to fall back on.

But problems are not confined to them, either. Many Afghans are seen as being reluctant to take menial jobs after spending years in government posts in Afghanistan.

"[A] considerable number view welfare as a way to avoid a job which they see as beneath them," says Afghan Refugees: Five Years Later, a 1985 report by the U.S. Committee for Refugees.

One job counselor, a former Vietnamese army officer, says that refugees need to cast such feelings aside and start at the bottom. He did three years ago, and there have been payoffs--he currently owns a townhouse, for instance. But it was bought with money earned from Herculean labor--60 years old, the Vietnamese puts in an 80-hour work week. That grind, he confesses, "is terrible for me."

For her part, the Ethiopian lawyer says that taking just any work right away won't do.

"I found it boring and unfulfilling," she says of a job she had as a cashier in Boston.

According to the 1985 World Refugee Report of the U.S. State Department, over 5,000 Ethiopians were resettled or granted asylum by the United States in 1983 and 1984. Meanwhile, refugees from the Middle East and South Asia totalled nearly 26,000, as did Eastern Europeans. The Eastern European sum includes nearly 2,000 Soviet Jews.

Resuming Some Professions Means Overcoming Difficult Obstacles

To some extent, the kind of career a refugee may have had determines whether he can return to it in this country. Polish engineers resettled in California recently needed only vocational English to obtain commensurate American jobs, as their education and experience proved adequate.

But more difficult transitions challenge others. Lawyers must start from scratch if they want to re-enter their profession, and doctors can face requirements that seem insurmountable.

The situation of Soviet Jewish doctors in Massachusetts illustrates some of the pitfalls. Reportedly fearing that the state was becoming a magnet for foreign doctors, officials began in September 1984 to require foreign-trained medical graduates to spend two years at residencies in order to be licensed. Because such positions are in short supply, the change upset many refugee physicians who hoped to practice once again.

The Boston area alone is reported to have 35-40 Soviet Jews who were trained as physicians in the Soviet Union; as many as 225 such doctors are said to be "unemployed or underemployed" nationwide.

"Refugees were left nowhere," resettlement coordinator Shelley Meyerson says of the effect of the state action. Eventually, Meyerson and others pressured Massachusetts to waive the requirement; guidelines for a substitute training scheme have yet to be issued.

Retraining Medical Professionals Tried

The United States has helped get some careers back on track. In the late 1970s, federal programs assisted the training of Southeast Asian doctors and dentists who came in the first waves of Indochinese refugees. But that was before refugee admissions escalated, and when budget dollars were more plentiful. Nearly a decade later, officials worry less about professionals, and more about uneducated and unskilled refugees who are thought to be most dependent on welfare.

"It's a question of priorities," observes ORR director Phillip Hawkes.

This outlook partly reflects the notion that training or retraining former professionals is a risky business. The last major effort by ORR to provide direct help to former professionals--an 18-month demonstration project funded for $500,000 in 1983--has not produced satisfactory results, according to officials.

Stymied by English-language difficulties, only 2 of 11 Hmong and Lao candidates from one of five programs funded under the project passed a state exam for licensed practical nurses. The result is said to be typical.

"Our theory was that refugees with nursing experience would do better," explains an ORR official about the way people were screened for the program. "But we actually needed to look for people with English skills."

"We've learned that these projects are not worthwhile," the official adds.

Training Bilingual Counselors Proves Successful

Some programs are described positively, though, especially those that take former professionals and train them to fulfill a critical social-services need--serving as bilingual and bicultural counselors.

Jean, a Haitian who abandoned a life as a social work student and accountant when he left Haiti in 1981, is a product of one such program run by Adelphi University in New York City.

At first, Jean took menial jobs, telling himself that he needed "to start somewhere." But he had trouble; one restauranteur fired him.

"He told me I couldn't speak English," the Haitian recalls, "but I think he feared that I had AIDS."

Today, Jean is doing well. A counselor in a foster home, he is studying for a masters degree in social work at Adelphi. Though he says he still believes that refugees--professionals and nonprofessionals alike--need to get into the work force quickly and any way possible, he admits that his youth, knowledge of English, and the advice of friends who wrote to him from the United States about life in America before he left Haiti helped him greatly.

"I had no big expectations," Jean says of his attitude when he arrived.

The forewarning that Jean received isn't available to many of the professionals who have been arriving in recent years, however, and its absence concerns some observers. The USCR report on Afghans recommends English-language instruction and orientation, similar to that now provided to Southeast Asians prior to U.S. resettlement. According to one source, the State Department proposed such a program in 1984, but the Office of the U.S. Coordinator for Refugee Affairs vetoed the measure. Information about the proposal was not available from the coordinator's office, but a spokesman there indicated that language and orientation programs for refugee groups with large numbers of professionals were not expected.

"With Gramm-Rudman hanging like the sword of Damocles, there's no new impetus for development," he said.

Proposed ORR Regulations Address Training for Relicensing

The outlook is not entirely bleak. New regulations proposed in January by ORR would lessen the opportunities for refugees receiving federal aid to substitute education or training for job searches, but would allow professionals to study or train as part of their "employability plan." The proposed regulations state that such training can be substituted for job searches if it is "specifically intended to assist the professional in becoming relicensed in his or her profession, and..., if completed, can realistically be expected to result in such relicensing."

The proposed regulations are, however, part of an ever-tightening budget picture that could affect programs that aid professionals but are not designed specifically for them.

McSpadden says a mix of training and working is needed if former professionals are not going to be overcome with despair.

"If they can put together a plan that includes schooling, they may take less than desirable jobs," she says. Another source speculates that the tighter regulations may change some stubborn attitudes among former professionals about taking entry-level jobs, while still others suggest that community colleges and voluntary agencies need to develop better employment counseling programs for these refugees.

"There will be big payoffs in the long-run," said Sophie Wojciechowski, a professor in the Adelphi School of Social Work, of the economic and social benefits well-trained professionals will offer society. "I'm not saying that we should help them only," she adds. "But to have them doing things like sweeping floors is a waste of talent."

By Joseph Cerquone.

Projects and Programs

PROGRAM TRAINS REFUGEE MOTHERS IN DAY CARE MANAGEMENT

Day Care Project participants visit hospital maternity room. Lutheran Social Services.

Cambodian refugee women are learning day care management under the auspices of Lutheran Social Services in Jacksonville, Florida. The national demonstration project has been funded by ACTION's office of Volunteer Initiatives to develop a curriculum for teaching child care in the American environment to mostly illiterate women with little or no formal education and low English-language proficiency.

The Parenting Skills Training Project presents one answer to the finding of a recent Refugee Policy Group study, Adaptation and Integration of Recent Refugees to the United States (see Refugee Reports, Vol. VII, No. 3), that since "most refugee households need more than one employed person to pull themselves out of dependency," one of the greatest needs of refugee communities is for "day care facilities to permit more mothers to enter the labor force." Training refugee women in day care skills would accomplish dual purposes of employing some hard-to-place refugee women directly in the day care field, while allowing other mothers to seek employment elsewhere.

The Jacksonville program evolved from a volunteer babysitting service for women attending ESL classes. "It became evident," said Jerry C. Klein, program director of Lutheran Refugee Services of Northeast Florida, "that many of these women were ill-equipped to care for the children in the dramatically new environment." He said that most of the Cambodian women came out of a rural environment of war and hardship before being "plunked down here." They generally lacked basic knowledge of Western safety and health standards.

Training Emphasizes Health and Safety

Although the primary goal of the Lutheran refugee and entrant services program is early economic self-sufficiency, Klein said that a more immediate concern became "preventing disasters in the care of children." Cultural orientation is featured in the training, including lessons identifying potential dangers in the American household with which refugees are unfamiliar. These include the hazards of household cleaning items as potential poisons and bathtubs as a source of drownings, as well as hazards associated with stoves, kerosene heaters, and electrical cords and appliances.

Other segments of the training program include child growth and development, hygiene and nutrition, home management (shopping and budgeting, meal planning), and state and local rules governing child care (including day care licensing and certification requirements).

Klein maintains that the program has positive employment-related ramifications, even for those mothers who do not acquire employment in the day care field. "There is a long-term benefit that will help Cambodian parents prepare their children so they do not lag behind when they enter school." Klein said that the program could help to reverse the high drop-out rate he sees among Cambodian high school students.

The project uses a team approach with an English-language specialist, translator, and volunteer professionals from the surrounding areas. Two of the nurses involved in the program as volunteers, Judith Rosenberg and Susan Givens, recently wrote an article about their experience in the 12-week course. They described the teaching of such skills as the use of a thermometer.

Rosenberg and Givens recognized their own cultural inexperience with Cambodian health concepts and practices, and wrote that their exclusive reliance on Western principles of treatment might have resulted in student rejection of class material. They recommend that future efforts involve "cultural negotiation"--to allow for "comparison between the Khmer's perceptions about illness and the Western health care system's interpretation of the same clinical phenomena."

Program Enters Second Year

Forty women and approximately seventy-five children participated in the first year of the program. The second year of the program, which began in January, will involve sixty women and one hundred children.

During the first year, babysitting services were provided in order to allow mothers to take classes. During 1986, the emphasis will be placed on wedding the skills training to a full-curriculum day care program. "The parents will be on site and able to intern in the day care as well as see and participate in the development of their children," according to Klein.

Program administrators are seeking funds for the day care center, which they hope to subsidize with Title XX monies available for the care of children whose eligible parents are enrolled in 20 hours or more of training. The program also recently received a boost by being named one of ten exemplary programs in Florida for adult education by the Adult County Education Network.

Resources

SOUTHEAST ASIAN REFUGEES' RESETTLEMENT PROBLEMS ANALYZED IN SAN DIEGO STUDY

Problems associated with Southeast Asian refugee resettlement are analyzed by Paul J. Strand and Woodrow Jones, Jr. in Indochinese Refugees in America: Problems of Adaptation and Assimilation.

The book is based on a survey of 800 Southeast Asian refugee heads of households in the San Diego area. The study found the average age of the primary economic supporters of the family to be 37 years. Household size--an average of 6.02 members--was found to be quite high by American standards.

Poverty continues to be a problem for the refugees. The authors found that even the higher income households tend to fall below the poverty level due to the large family size.

The study found that the educational background of refugees in their home country was the leading indicator for successful adaptation to life in the U.S. Native literacy was found to give a decided edge to refugee proficiency in English as a second language, which, in turn, had significant bearing on finding employment.

The authors caution against comparing Southeast Asian refugees with other immigrant groups. "Employment and self-sufficiency are particularly troublesome issues for Indochinese refugees," they write, "as they do not come to the U.S. to market skills that are supported by the U.S. economy. They came to escape persecution."

The 182-page clothbound volume is available for $32.50 from Duke University Press, 6697 College Station, Durham, NC 27708.

ASYLUM CASES FILED WITH DISTRICT DIRECTORS
FY 86 AS OF FEBRUARY 1986

NATIONALITY*	Received to date	Granted to date	Denied to date	Pending End of FY 86
TOTAL	7,282	1,412	2,044	110,539
AFGHANISTAN	64	23	35	61
CHINA (PEOPLE'S REP.)	15	11	5	27
CUBA	1,024	5	115	100,603
CZECHOSLOVAKIA	32	9	7	37
EGYPT	19	0	7	26
EL SALVADOR	727	30	366	731
ETHIOPIA	158	74	90	134
GHANA	11	3	11	11
GUATEMALA	199	2	80	216
HAITI	72	2	55	3,130
HONDURAS	46	0	7	77
HUNGARY	37	14	5	41
INDIA	61	0	45	54
IRAN	967	507	394	736
IRAQ	28	5	14	37
LAOS	9	0	5	11
LEBANON	89	0	125	100
LIBERIA	19	1	6	21
LIBYA	30	7	10	47
NICARAGUA	2,832	367	238	3,624
NIGERIA	2	0	6	10
PAKISTAN	32	0	17	41
PHILIPPINES	24	8	22	37
POLAND	405	205	169	246
ROMANIA	70	61	30	44
SIERRA LEONE	0	0	0	12
SOMALIA	32	6	18	31
SOUTH AFRICA	21	3	11	28
SRI LANKA	15	0	13	28
SYRIA	43	19	22	58
USSR	15	19	9	13
UGANDA	16	4	21	40
VIETNAM	6	6	4	10
YUGOSLAVIA	64	4	22	52

* Nationalities with fewer than 10 applications pending are omitted from this chart but are reflected in the total.

Note: Cuban asylum applicants who are adjusting to lawful permanent resident status under the Cuban Adjustment Act of 1966 are listed by INS as cases otherwise closed.
This chart is based on data for asylum cases filed with INS district directors only. Many applications for asylum are filed with immigration judges, particularly in the context of deportation proceedings. The Office of the Chief Immigration Judge is developing a data system, but asylum statistics are not now available.

Source: Immigration and Naturalization Service

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PANEL ON INDOCHINESE REFUGEES RECOMMENDS CONTINUED REFUGEE PROGRAM AND NEW EMPHASIS ON IMMIGRATION

The Indochinese Refugee Panel headed by former Iowa Governor Robert D. Ray has recommended that the United States change certain policies but continue its leading role in international relief and resettlement efforts.

Among key recommendations is a shift toward use of regular immigration channels for Southeast Asians seeking admission to the United States solely for family reunification. The panel also recommends that all Cambodian cases at Thailand's Khao I Dang camp denied U.S. resettlement be reviewed and that Khao I Dang be kept open until solutions are found for all the Cambodians there.

The independent panel was appointed by Secretary of State George Shultz in September 1985 and traveled to Southeast Asia in November.

In a letter accompanying the April 18 report submitted to Shultz, the panel said, "Our objective has been to propose recommendations that will keep United States policies and programs responsive to the changing refugee situation and contribute to the search for lasting and humane solutions. In carrying out our review, we have recognized that we are standing on the shoulders of those who created this extraordinary program and made it work over the decade."

Against its commitment to humanitarian principles, the panel weighed "its responsibility to keep our refugee programs in perspective." According to the report, "The economic and social pressures caused by immigration in to the United States, legal and illegal, are real, and demand that our refugee programs must take precautions to ensure that those coming as refugees truly deserve this special status."

The State Department and the Immigration and Naturalization Service have formed a staff working group to analyze and implement the panel's recommendations, according to Frank Sieverts of the Bureau for Refugee Programs, staff director for the panel.

Panel Findings Form Basis for Recommendations

Noting that 154,000 refugees remain in camps in Southeast Asia, and 250,000 Cambodians and land Vietnamese remain along the Thai-Cambodian border, the panel

IN THIS ISSUE:

An independent panel headed by former Iowa Governor Robert Ray has completed its review of the Southeast Asian refugee program. The panel's report is summarized in this issue........................1

- Update..................4
- Recent Developments

HUD regulations exclude undocumented aliens from subsidized housing; Refugees help revitalize Chicago neighborhood; Senator's letter prompts defense of Hmong in Minnesota..........6

- Projects and Programs

Refugee employment service standards developed; Project assists battered refugee women.......................11

- Current Research

Effects of rape on refugee women studied..............13

- Meetings and Conferences
- Resources.............15
- Statistics

Indochinese Refugee Activity, FY 86 as of March 31, 1986.......................16

concluded that the refugee situation "continues to warrant special coordinated international relief and resettlement efforts."

But the panel found that the nature of those fleeing Vietnam, Laos, and Cambodia has changed--they are "no longer predominantly persons who were associated with the United States, nor does it appear that the majority have been singled out for harsher treatment than that generally suffered by the rest of the population."

The report says that most now leave to seek "economic and political freedom or to be reunited with family members." But the panel added, "Once having left, few can now return."

The panel reported that the situation in the United States, with many Southeast Asian refugees now established and able to help friends and relatives when they resettle, "has created a potential for greater reliance on normal immigration procedures for Indochinese now reaching first asylum."

The panel concluded that the primary causes of refugee flows in Southeast Asia are the "repressive and expansionist policies" of Vietnam, both domestically and in Cambodia and Laos.

Another observation which influenced the panel's recommendations is that reduced third country resettlement has caused the countries of Southeast Asia to seek assurance that they will not be left with a residual refugee population. Their continued willingness to provide first asylum to refugees is contingent upon such a guarantee.

Finally, the panel concluded that though U.S. leadership in programs for Southeast Asian refugees is required by its tradition of humanitarian concern, "this leadership has not been and should not be misunderstood to be the exclusive responsibility of the United States. Nor should Western resettlement be assumed to be the only durable solution for refugees and other displaced persons in Indochina. Other durable solution alternatives must be explored."

Proposals Aim to Preserve First Asylum

The panel's first recommendations deal with the threat to first asylum due to increasing residual refugee populations--"hard-to-resettle long-stayers"--especially some 35,000 Vietnamese boat refugees. The panel concludes that "international solutions eventually will have to be identified for all the long-stayers."

To achieve that, the report recommends a "share-out" program whereby resettlement countries would accept additional refugees "in return for first asylum countries agreeing to let some refugees remain," expanded resettlement of small numbers of "hard-to-place" refugees by countries who do not accept large numbers of refugees, and expanded occupational and language training programs to improve refugees' prospects for resettlement.

The United States should resume processing of cases of special concern among those refugees in first asylum without ties to the United States, the panel suggests. Current U.S. policies exclude such "Priority 6" refugees from resettlement processing in Southeast Asia.

Acknowledging that this moratorium has been a deterrent to boat departures, the panel recommends that cases should be selected on the basis of length of stay in first asylum and other compelling circumstances to avoid giving the impression that entire categories of people are being accepted or that such processing will continue indefinitely.

The panel also recommended that the U.S. and other governments provide adequate financial support for relief and resettlement to ensure continued first asylum in Southeast Asia.

Use of Immigration Channel Urged The panel suggests that, as the number of Southeast Asian refugees becoming naturalized U.S. citizens increases, the refugee program should place greater emphasis on immigrant visas. It recommends that "refugee admissions be reserved for those who meet the refugee definition and are of special humanitarian concern to the United States." Those who seek admission solely on the basis of family ties, the report says, should use immigration procedures.

The panel cautions that existing programs should be kept in place until new programs are established and that flexibility to respond to "especially compelling circumstances" should continue. Furthermore, refugees already in first asylum should be processed under current criteria. Refugee admission ceilings should be adequate and refugee processing available for those who do qualify as genuine refugees, "regardless of where or when they arrive, and regardless of their family ties or other eligibility."

The panel recommends that, for a two-year period, new arrivals with close family ties in the United States be processed as refugees if they cannot qualify for immigrant visas within that time.

An active outreach program is recommended to encourage Indochinese to apply for citizenship in the United States and file for their relatives to enter as immigrants. An effort should also be made to publicize the changes in the program throughout Southeast Asia to avoid inducing people to flee only to be denied resettlement opportunities.

Noting its belief that the shift to immigration processing can be accomplished with adequate support through sponsoring families and without imposing new obligations on state and local authorities, the panel recommends that the administration undertake a study of benefits for Southeast Asian refugees and immigrants.

Panel Calls for ODP Improvements The panel urged both the U.S. and Vietnamese governments to make efforts to improve the Orderly Departure Program (ODP) and, especially, to facilitate the departure of Amerasians and reeducation camp prisoners.

While concluding that ODP has been an effective way for Amerasian children and their close relatives to come to the United States, the panel said "the United States should explore alternatives that could expedite the departure of this group of special concern." It recommends that the United States ask the government of Vietnam to schedule more Amerasians for interviews and for flights. ODP processing has been suspended by the Vietnamese government, though flights of people already approved continue (see Refugee Reports, vol. VII, no. 4).

The panel also recommends that no limit be placed on the number of Amerasians and close family members the United States will accept.

Although Vietnam's Foreign Minister Nguyen Co Thach told the panel that releasing the reeducation camp prisoners for U.S. resettlement is now "out of the question," the panel urges the United States to be flexible and imaginative in dealing with this problem, including being willing to discuss the issues bilaterally with Vietnam.

The panel found that anti-piracy efforts have not been sufficient so far. It recommends that the United States vigorously support both anti-piracy and rescue-at-sea efforts and that the UN High Commissioner for Refugees be more aggressive in these areas.

Solutions Needed for Refugees from Laos

In regard to the Thai program to screen arrivals from Laos for refugee status, the panel urges vigilance to assure that the screening conforms with international principles of first asylum, that those to be returned to Laos be held in decent conditions, and that Laos accepts its responsibility to accept the return of nonrefugees without adverse treatment.

Once current processing of lowland Lao is completed, the panel recommends an effort to identify "other solutions, including voluntary repatriation, possible settlement in place, and a sharing of any remaining population among resettlement nations."

For the highland Lao, the panel suggests that UNHCR should see that long-term alternatives to third-country resettlement be explored, "including self-sufficiency programs supported by international funding to enable the highlanders to contribute more actively to their own economic welfare until such time as they may be able to return to Laos."

The panel also suggests that the United States continue efforts to gain the cooperation of the Lao government for legal departures from Laos, while encouraging Lao already in the United States to petition for their family members' admission as immigrants.

Concerns about Border Cambodians Addressed

The panel addressed several recommendations to the situation of Cambodian refugees in Thailand. For those in border camps, the panel recommends that the most compelling cases be processed for immigrant visas, visas 93 (spouses and minor children of refugees in the United States), and humanitarian parole, but urges "that such processing go forward expeditiously, and that particular consideration be given to humanitarian parole for cases not qualifying for immigrant visas."

The panel agreed that refugee processing for the Cambodians on the border remains inappropriate because most of them want to return to Cambodia and because processing "could attract them and others to the idea of third country resettlement, which could lead to a further build-up of people on the border." It warned, however, that this imposes a greater responsibility to administer the immigrant visa and humanitarian parole programs "with flexibility and generosity."

The panel said that it "believes strongly" that an expanded program of primary and secondary education for the border Cambodians is essential, as well as education and intellectual activity for adults.

For some 4,500 land Vietnamese located among 135,000 Cambodian refugees at Site 2 near the Thai-Cambodian border, the panel recommends U.S. resettlement processing that includes those refugees without ties to the United States (Priority 6), resettlement by other countries through a UNHCR program, and a site safe from Vietnamese military attacks and from other surrounding populations. U.S. processing of the land Vietnamese without regard to previous U.S. ties has begun.

Review of All Denied Cases at Khao I Dang Recommended The effort to review cases of Cambodians at Khao I Dang who were denied U.S. resettlement impressed the panel, but they recommended that the remaining denied cases at Khao I Dang be reviewed.

The panel also called on the Thai government to allow Khao I Dang to remain open until other solutions are found for those who remain there. The Thai agreement to allow processing of the 4,300 "family-card holders" should be carried out and completed this year, the panel said. However, they make no recommendations about the 7,000 "ration-card holders" who entered the camp after an August 1984 cutoff date, suggesting that the panel accepts the inevitability of the eventual return of this population to the border as there was no real way to distinguish them from the border Cambodians. The panel said that any return to the border "should be carried out only on a voluntary basis."

Finally, the panel urged increased financial support for UNHCR and other international organizations from traditional donors and others. "Despite domestic budget constraints, the United States should provide its fair share of refugee relief and resettlement support," the panel report concludes.

Copies of the Ray panel report can be requested from Frank Sieverts, Staff Director, Indochinese Refugee Panel, Bureau for Refugee Programs, Department of State, Washington, DC 20520. (202) 663-1033.

Update

° Thailand has closed three refugee camps as of April 30, according to UNHCR. The 5,400 Vietnamese boat refugees at Songkhla and Sikhiu were moved to Phanat Nikhom. The 340 Lao refugees at the Ubon reception center were moved to three other camps.

The three camps were closed as part of a government policy of reducing the number of camps, speeding the resettlement of displaced persons, and trimming Thai and UNHCR expenditures, according to the April 15 Bangkok Post.

° At least three Cambodians in the Khao I Dang camp in Thailand were severely tortured by elements of the Royal Thai Armed Forces, according to a May 6 report by Amnesty International. They were reportedly tortured with hot pokers and forced to sign confessions for involvement in a March 17 incident at the camp in which a Thai soldier was killed. Amnesty International reported that the three, and possibly a fourth, are being held in a detention facility inside the Task Force 80 command compound in Khao I Dang. Task Force 80, which guards the camps, is a special unit of the Royal Thai Armed Forces Supreme Command. UNHCR personnel have not been permitted to visit with the Cambodians, according to Amnesty International.

° The South China Morning Post, a Hong Kong newspaper, published an editorial in support of closed camps for Vietnamese refugees in Hong Kong that was reprinted in the March 20 Far Eastern Economic Review. "The longer the closed camps can be maintained, the more people in Vietnam will realize that uncontrolled flight in a leaky boat is not an escape to freedom but the beginning of a long and painful period of frustration and hardship." The editorial

went on to defend ships who do not pick up Vietnamese boat people: "The wide berth that most ship's captain's now give to refugee boats is indicative of the increasing indifference of the seafaring community. We cannot condemn them for callousness, even though human lives are at stake, for shipping firms are wrestling with far bigger problems over their own survival, than worrying about the fate of a boatload of unwanted refugees."

° Nicaraguans will no longer be deported from the Immigration and Naturalization Service district in which 75 percent of Nicaraguan asylum applicants apply. Perry Rivkind, INS district director in Miami, said he would not deport Nicaraguans because he believes they may be subject to persecution by the Sandinista government.

INS spokesman Duke Austin told Refugee Reports that there has been no change in policy with regard to Nicaraguans and that a memorandum has been sent to district directors to that effect. He said, however, that Rivkind was operating within his discretionary power.

More than 60 percent of Nicaraguan asylum cases decided by INS district directors in FY 86 have been approved. This stands in marked contrast to the 13 percent approval rate for FY 85.

° Bill Gee was appointed acting director of the Office of Refugee Resettlement April 30. Gee worked as a sales representative for various publishing companies for 25 years. He was a regional sales manager of the American Book Company from 1979 to 1981. This will be his first experience working in a state or federal government program.

° C. Richard Parkins, director of the Office of Refugee Resettlement division of operations, resigned effective April 25. Parkins, who held his position at ORR for nearly six years, will join the American Council for Nationalities Service as director of program development.

° Arthur Eugene Dewey resigned May 1 as State Department deputy assistant secretary of the Bureau for Refugee Programs. He has been named the new deputy UN High Commissioner for Refugees. Dewey succeeds W.R. Smyser in this post. John Buché, a longtime staff member in the Bureau for Refugee Programs, will serve as acting deputy assistant secretary. Dewey had been deputy assistant secretary since 1981.

° As part of a major reorganization at UNHCR, Fiorella Cappelli has been appointed bureau director for Europe and North America. She left her post as UNHCR Washington representative May 9 to assume the new position at UNHCR headquarters in Geneva.

° Doris M. Meissner resigned as executive associate commissioner of the Immigration and Naturalization Service effective May 9. She will join the Carnegie Endowment for International Peace. Meissner joined INS as acting deputy commissioner in 1981 and has served as executive associate commissioner since February 1983.

° Deportations of Ugandan nationals in the United States unwilling to return to Uganda have been deferred until July 31, according to an April 28 memorandum from the Immigration and Naturalization Service. Roger Winter, director of the U.S. Committee for Refugees, wrote to Alan Nelson, INS commissioner, on April 29, saying, "I encourage you to direct that the next several months be used not solely to monitor developments in Uganda, but also for the Service to gain a better understanding of the situation of Ugandans in the U.S. who will be affected if and when EVD is withdrawn. A program of informing such people of their legal options seems important, as does structuring a Service-wide approach to sensitively deal with affected clients."

° On May 2, the jury in the Tucson sanctuary trial convicted six defendants, including movement co-founder Rev. John M. Fife 3d, of conspiracy to smuggle illegal aliens into the United States. Two defendants were convicted of lesser charges including concealing, harboring, and transporting illegal aliens. Three were found not guilty on all counts.

Those convicted of conspiracy face a maximum penalty of five years in prison and $10,000 in fines. The maximum penalty for the lesser charges is five years and $2,000 in fines.

After the verdict, Verne Jervis, INS

spokesman, told the Christian Science Monitor, "Our hope is this will put people on notice who may be considering such action that the law must be followed--whether or not they agree with it," But Ignatius Bau, author of a book about the sanctuary movement said, "It is clear that the verdict is not going to stop the momentum of the movement. What the effect will be is to make people within the movement a little more careful," according to the Monitor.

Defense attorneys plan appeals, according to the Christian Science Monitor of May 5. The defendants have been released on their own recognizance, and sentencing is scheduled for July 1 in Federal District Court in Tucson.

° Conditions at the Atlanta Penitentiary were deemed "brutal and dehumanizing" by the House Judiciary Subcommittee on Courts, Civil Liberties, and the Administration of Justice. The prison holds in indefinite detention 1,834 "excludable" Cubans from the Mariel boatlift of 1980. The subcommittee report called for specific renovations and reforms, including the release or transfer of nondangerous Cubans to more comfortable and less secure facilities.

In dissenting from the subcommittee report, U.S. Rep. Pat Swindall (R-Ga.) suggested that the Cuban inmates be put in lifeboats "with life jackets" and sent back to Cuba. "All we have to do is take them to the edge of international waters, put them in boats and send them on their way," he said in an April 18 interview reported in the Atlanta Constitution.

° States will have the opportunity to be reimbursed from the federal government for the cost of incarcerating Mariel Cubans in state penal institutions, according to the May 9 Federal Register. States have until June 4 to apply for grants. A total of $4.8 million has been made available.

° The Immigration and Naturalization Service opened its Federal Alien Detention Center in Oakdale, Louisiana April 7. That day, the first 50 detainees were incarcerated in the facility. An INS memorandum, obtained by the American Civil Liberties Union and the Lawyers Committee for Human Rights through the Freedom of Information Act, outlines criteria for transfer to Oakdale. Aliens who can establish a bona fide relationship with a local immigration attorney "may be retained at their present location." However, the memo goes on to say that having a lawyer "does not necessarily mandate...detention at a particular location." The memo advises, "At the earliest point possible in the processing of an apprehended alien, he/she should be queried as to whether he/she is currently represented by counsel, and if so, by whom and for what period of time, and for what purpose."

° AIDS will be added to the list of dangerous, contagious diseases for which authorities exclude aliens from entering the United States, according to proposed rules published in the April 23 Federal Register. Comments on the proposed rules will be accepted until June 23.

Recent Developments

UNDOCUMENTED ALIENS BARRED FROM FEDERAL HOUSING SUBSIDIES

Undocumented aliens are prohibited from utilizing any federal housing subsidy programs, according to final regulations published in the April 1 Federal Register.

The Department of Housing and Urban Development (HUD) announced that all present or future tenants across the spectrum of HUD subsidy programs--including public housing and "section 8" subsidies--must prove their U.S. citizenship or lawful resident status.

HUD Secretary Samuel R. Pierce was quoted in press reports as stating, "It makes me mad as hell, people sneaking into this country--and we should be helping them out? We should be kicking them out."

A key difference between regulations governing housing and those for most social services is that housing is not considered an "entitlement," whereby all who are eligible for a particular benefit are entitled to it. Housing assistance is determined by the amount of money Congress allocates for a limited number of housing units. "It is a question of who gets a scarce resource," said Steven Balis, legal advisor in the HUD general counsel's office.

Numbers of Aliens To Be Affected Unclear

It is unknown how many people will be affected by the new regulations. About 10 million people currently live in 4.16 million HUD-subsidized housing units, according to HUD. Balis told Refugee Reports that no systematic records exist on how many undocumented aliens use HUD housing. He said, however, that the actual number of people involved is not the issue. The regulations respond, he said, to a statutory requirement passed by Congress in 1981 prohibiting undocumented aliens from federally assisted housing. Congress subsequently suspended HUD's authority to implement the law until November 1984.

The long delay between the 1981 congressional action and the publication of final regulations in April 1986 has made several critics question the timing of the rules. Charles Kamasaki, director of policy analysis for the National Council of La Raza, said that drawing attention to undocumented aliens using subsidized housing is a form of "scapegoating." He said, "These rules attempt to divert attention from the failure of the federal government to provide adequate subsidized housing." In actuality, according to Kamasaki, "There is no evidence of significant numbers of undocumented aliens using HUD housing."

The suddden appearance of the HUD rules in final form had the effect of limiting comment, according to some. "There has effectively been no comment period for these final regulations, because the proposed regulations were published in 1982," according to the National Housing Law Project's Roberta Youmans, who earlier testified before a House subcommittee concerning the law.

Youmans told Refugee Reports that much of the opposition had come from landlords who feared losing subsidies during eviction procedures. She also detected opposition from local public housing authorities who, she said, "are probably moaning and groaning now about the paperwork ahead." She has already received 10-20 calls from legal services attorneys around the country inquiring about the regulations and said, "I envision lots and lots of calls" after the regulations go into effect on July 30.

Hispanic Groups Fear Regulations Will Promote Discrimination The HUD regulations have been criticized by Hispanic groups for their potential effect on Hispanic citizens and legal resident aliens alike. "Just as we have seen in past attempts to impose employer sanctions," said Kamasaki, "there is a tendency for overzealous enforcement by those who do not fully understand the law." He said the requirement that private owners renting "section 8" housing collect documentation from their tenants proving their citizenship or lawful residence could lead some owners not to rent to people who look or sound foreign--particularly Asians and Hispanics.

Balis said, however, that the regulations require all tenants to submit documentation. "It has nothing to do with accent, surname, or race," said Balis. "What we have, in fact, is a totally nondiscriminatory mechanism driven by a documentation procedure calling upon the owner to produce the right piece of paper."

Kamasaki said that the HUD regulations were likely to create a climate of fear that would deter legally resident Hispanics from applying for housing subsidies. He said that poor Immigration and Naturalization Service (INS) record-keeping, combined with a historical fear of INS, would deter eligible Hispanics from gaining access to subsidized housing.

Balis said, "I think those who raise this issue have an obligation not to make people frightened." He suggested that lawful resident aliens will simply have to show their green card and that citizens will have to show documents such as birth certificates, naturalization certificates, or passports. Where a citizen lacks these documents, a third party citizen can swear that the person for whom documentation is unavailable is, in fact, a citizen. This provision does not apply for resident aliens, however.

HUD Could Pass Information to INS The regulations state that "HUD may release the information [concerning citizenship or alien status] to any Federal, State or local government agency." Quoting the preamble to the 1982 version of the final rule, the regulations state that "the Department is without authority or mandate to restrict other agencies charged with responsibility for enforcing other laws from utilizing information legitimately disclosed to them for such purposes."

Although Balis said that the fear of being picked up by INS already keeps many undocumented aliens from living in assisted housing, Youmans said, "There will be families evicted."

Youmans expressed particular concern about households that may include both legal and undocumented aliens. Under the HUD rules, if any member of a household is undocumented, the entire household becomes ineligible for assistance. "Do the U.S. citizen children of undocumented alien parents have a right to subsidized housing?" she asked.

Balis said that housing assistance is not for individuals, but "for families living in a unit."

Landlords will have the option either of continuing to rent without assistance at the unsubsidized market rent or to evict the tenants. The rules suggest that eviction might make units available to new families who are eligible for assistance. Eviction, the supplementary information to the rules states, "may promote the objective of assuring...that scarce housing resources are preserved and used for eligible families."

REFUGEES HELP REBUILD CHICAGO NEIGHBORHOOD

Twenty years ago, Chicago restaurateur Jimmy Wong dreamed of creating a Chinatown in the city's north side. Chinatown on the south side had grown as large as it could, and was confined by industrial development and freeways. Wong envisioned a commercial area in the Uptown neighborhood that would become a focal point of Chinese culture.

Now, on the same Uptown street--Argyle Street--where Wong and some associates purchased property years ago, Asian businesses are thriving, and the neighborhood has become a center of Southeast Asian culture for refugees living in five midwestern states.

Along the way, through the initiative and hard work of refugees and city officials, a once run-down neighborhood has been revitalized, and refugee-owned businesses are providing jobs to local residents.

Argyle Street Home to 49 of Illinois' 80 Refugee-Owned Businesses Zung Dao, coordinator of the Vietnamese Association of Illinois, said that 49 refugee-owned businesses operate on or near the three Uptown blocks of Argyle Street. According to Ed Silverman, coordinator of the Illinois Refugee Resettlement Program, there are 80 refugee-owned businesses statewide--70 in the Chicago metropolitan area employing 600 people.

Along Argyle are grocery stores, restaurants, service stations, gift shops, appliance repair businesses, jewelry stores, furniture stores, and other shops. Most of the businesses are Vietnamese, but several are owned by Lao and Cambodian refugees. Business names reflect a unique combination of Southeast Asian and North American influences: "Friendship Seafood," "Thailand-Vietnam Plaza," "Great Wall Khmer," and the "Angkor Service Station." On weekends, the neighborhood is mobbed.

Nearly all of the businesses owned by refugees were begun without outside assistance, according to Steve Voss, director of Refugee Services for Travelers and Immigrants Aid of Chicago and himself a one-time co-owner, with his Vietnamese wife, of an Argyle-area restaurant. "The vast majority pooled all the family money and borrowed from friends to get their businesses going," he said.

As the refugee community grew, "the Vietnamese and other Southeast Asians provided the economic basis for growth of the street that was heretofore not possible," Silverman said.

State Funds Technical Assistance Program

In July 1985, the Illinois Refugee Resettlement Program provided a grant to the Vietnamese Association of Illinois to "help refugee business owners gain access to information," Silverman said. Technical assistance is being provided in the areas of tax preparation, labor law, marketing, and loan packaging. "Our goal is to create jobs," he added.

Silverman said that it is difficult to measure the success of the neighborhood strictly by employment, since no such statistics currently exist for the Argyle area.

According to local leaders, part of the success of Argyle Street is attributable to the responsiveness of the city and its departments. According to Ward 48 Alderman Marion Volini, refugee leaders first came to her in 1977 appealing for help to rid their neighborhood of crime.

The city promptly upgraded police protection in the neighborhood. According to Derrick Schoen, regional director of the U.S. Office of Refugee Resettlement, the police added extra patrols, and conducted personal safety classes for refugees in their own languages. Gay Nergard, owner for 17 years of the Red Rooster Lounge on Argyle Street, said, "The police have been wonderful. They are very community oriented."

According to Volini, the city has also provided community development block grants for badly needed street and sidewalk repairs and matching funds for storefront refurbishing.

Argyle Street: A Neighborhood in Transition The Southeast Asian influence in the Argyle Street neighborhood represents the latest transformation of a community which has changed dramatically over the years. "Uptown is the Ellis Island of Chicago," according to Ed Silverman. "Chicago has always had an area of this kind." An organized-crime territory in the twenties, a vibrant Jewish community in the thirties and forties, and a temporary home for poor whites in the fifties, by the sixties Uptown had become an area with a lot of transients and low-cost housing, he added.

By the time Southeast Asian refugees began arriving in the Argyle neighborhood in 1976, it had become a "ghost town," Silverman said. Randy Pauley, refugee and immigrant liaison for the office of the mayor of Chicago said that by 1980, the Argyle area was a "high crime" neighborhood, its torn up streets and sidewalks home to squatters, prostitutes, and drug dealers.

Refugees were resettled in Uptown because low-cost housing was available, Silverman said. He said that in 1975, 28 percent of the apartments in Uptown were vacant. Within four years, only four percent were vacant. "And that four percent were uninhabitable," he added.

Pauley said the city worked closely with the housing inspector's office to upgrade the quality of the buildings. "The problem is that low-income housing, where refugees are often placed, is usually sub-standard. But if you close the buildings, you displace the people." Pauley also said the city encountered problems getting absentee landlords to complete needed repairs. (For more on refugees and housing, see Refugee Reports, vol. VII, no. 3.)

Ethnic Diversity Hallmark of Area The Argyle Street area may be one of the most ethnically diverse neighborhoods anywhere in the nation, according to Silverman. He said twenty-nine languages are spoken in the local high school. Argyle Street is located in Chicago's Ward 48 (each ward has a population of 60,000), which is 10 percent Asian, 15 percent black, 15 percent Hispanic, 55 percent white, and 5 percent "other," mostly native Americans, according to Volini.

Ngoan Le, executive director of the Vietnamese Association of Illinois, said the Asian population includes Japanese, Koreans, Filipinos, Chinese from Taiwan and Hong Kong, and Thai, in addition to Southeast Asian refugees. According to Schoen, there are an estimated 10,000 refugees in the Uptown area, 6,000-7,000 of whom are Vietnamese.

In a neighborhood of such diversity, transition and change have occurred with a remarkable lack of violence. According to Pauley, "There was some community tension in 1982, when whites felt invaded by a growing Southeast Asian population." There may have been some white backlash as a result of refugee resettlement in the neighborhood, he said. But he added he was not aware of any rampant anti-Asian violence in the area.

Juju Lien, executive director of the Chinese Mutual Aid Association, said there have been "run-ins" between Laotian and Appalachian youth. Schoen said he recalled hearing reports two or three years ago of people complaining about burglaries and extortion attempts, though not aimed at a particular ethnic group. "This is a high crime area, period," he said.

Nergard said that when the Hmong first arrived, they were occasionally the targets of blacks. Often Hmong were robbed after visiting the currency exchange, she said. These robberies diminished when the police department supplied many of the Hmong with walkie-talkies, Nergard said. She said there has not been trouble between the Asians and the Hispanics.

Chinese, Southeast Asians Disagree over Success of Argyle Street City, state, and community leaders agree that tension exists between Chinese and Southeast Asian businessmen. The origin of the conflict apparently stems from the days of Jimmy Wong and his associates. According to Volini, 10 to 15 years ago, Wong and several other members of a Chinese organization called "Hip Sing" began to buy property in the Argyle area, where Wong intended to build a Chinatown.

The plan fell through, though the reasons are unclear. Volini said rumor has it that Hip Sing headquarters was robbed of a large amount of cash--cash earmarked for Chinatown development. Nevertheless, Wong and other Hip Sing members retained ownership of most of the property on and around Argyle Street. When the refugees, particularly Vietnamese, began to open businesses in the area, they had to rent their space from the Chinese. Lien estimates that Chinese own 60-80 percent of the area's property.

Southeast Asians and Chinese disagree about who is responsible for the current success of Argyle Street. According to Lien, "Basically, the businesses are Chinese, but cater to Southeast Asian customers." She notes that Chinese have run successful businesses in the neighborhood since the seventies.

But Zung Dao said that the real commercial growth of Argyle Street can be traced to 1977. At that time, he said, there were only four businesses on the street--three Chinese restaurants and a bakery. That year, a couple from Vietnam invested $7,000 of their savings and opened a restaurant. A few months later, refugees opened two grocery stores and another restaurant. "The image of Argyle Street has changed," said Lien. And she added that many of the old Chinese resent the changes.

Argyle Street Festival Planned A focal point of community tension has been the annual Argyle Street Festival, held each August. Started four years ago by Chinese businessman and Uptown resident Charlie Soo, the festival, called "Taste of Argyle," was designed to be an Uptown version of the popular "Taste of Chicago," a showcase of city restaurants. The festival proved a success, but Soo and the city had problems.

The last three years, the city has turned operation of the festival over to the Uptown Chamber of Commerce. The Uptown Chamber is not trusted by the Chinese, who resent the fact that Soo was not given a role in festival operations the last three years, according to sources. Last year, Chinese businessmen boycotted the festival, objecting to the closing of Argyle Street to traffic on Saturday, because they claimed to do most of their business on Saturdays.

This year, according to current festival coordinator Nergard, Argyle Street will close to traffic only on Sunday. "This is sure to be the biggest festival ever," she said.

Most neighborhood and city leaders agree that lack of parking is one big problem facing the community. Only streetside parking is available to the hundreds of visitors who flood neighborhood restaurants for lunch and dinner. "On the weekends, it's crazy," according to Lien.

But parking may be the one issue that eventually unites the community. Zung Dao said he has filed an application with the city to investigate a possible site for an above-ground parking lot. Community leaders must cooperate in order to gain city approval, he said. Yet, it's difficult to get people together when, "every other day a new chamber of commerce pops up," Lien said.

Despite these difficulties, most people remain optimistic. "On the whole, the Chinese and Vietnamese are getting along better than anticipated," Nergard said. And Volini added, "I really do believe we will be working harmoniously on Argyle. Differences will be transcended."

HMONG RESETTLEMENT IN MINNESOTA DEFENDED

A March 17 letter from Sen. David Durenberger (R-Minn.) to the U.S. State Department expressing concern about the possible resettlement in the Minneapolis/St. Paul area of large numbers of Hmong refugees has prompted a quick, apparently unanimous response in support of the community's Hmong population.

Durenberger, according to the Minneapolis Star and Tribune, asked that future Hmong arrivals not be resettled in Minnesota unless they have family ties there. Durenberger wrote that the Hmong "have proved economically difficult to assimilate. The prognosis for employability among the adult population is very poor."

He added, "I realize that the basic principle of the resettlement progam is to reunite families. However, I strongly urge that this current resettlement project be diverted from areas which have already been severely economically impacted."

The letter, according to a Durenberger aide, was prompted by local officials' concerns raised by a rumor that as many as 3,000 Hmong would be coming to the Twin Cities before the end of 1986. The State Department's response that only about 600 Hmong, all with relatives in Minnesota, would be arriving there, alleviated much of Durenberger's concern, the aide said.

There are some 10,000 Hmong in Minnesota, most of them in the Minneapolis/St. Paul area. The *Star and Tribune* reported that about 60 percent of them receive public assistance. However, the paper reported, "most state and local officials interviewed ...supported continued refugee resettlement here."

Officials Praise Hmong Gov. Rudy Perpich and Minneapolis Mayor Donald Fraser expressed opposition to any efforts to discourage refugee resettlement in Minnesota. According to the *Star and Tribune*, Fraser said, "My impression is that the Hmong people are going to do very well and that they are going to be real assets to the community. Obviously there is going to be a period of adjustment."

Responding to the suggestion in Durenberger's letter that Minneapolis and Hennepin County and St. Paul and Ramsey County are having trouble meeting school, housing, and welfare budgets because of "an unbalanced population profile," Hennepin County Commissioner Mark Andrew told the *Star and Tribune*, "We are having trouble meeting our budgets, but it's not because of influx of the Hmong population. It's because of other state and federal policies."

Picking up on this theme, a *Star and Tribune* editorial of April 27 said, "Friends of the Hmong should direct that heat [that Durenberger will get for his letter] at federal coolness toward aid for state and local refugee-assistance programs."

The editorial agrees with St. Paul Mayor George Latimer "that in future years the Twin Cities will celebrate the Hmong presence and their contribution of energy and culture."

Citing the need for "hard work and money" to overcome the "complicated social, cultural and economic problems" of the Hmong, the editorial concludes, "The Hmong are here and welcome; their families should be allowed to join them. The point of Durenberger's letter should have been support for adequate refugee-program funding. That should now become the focus of Durenberger's effort to make amends."

According to the *Star and Tribune*, Sen. Rudy Boschwitz (R-Minn.) said of the Hmong, "They were brave and persistent fighters for us. I'm a refugee myself, which may say something about how I feel about this." Adding that he understands the special problems the Hmong have, Boschwitz added, "The federal government could and should do more."

Projects and Programs

NGA PROJECT DEVELOPS DEFINITIONS FOR REFUGEE EMPLOYMENT SERVICES

A two-year-old ORR project aimed at developing standards to judge the performance of refugee employment services, and feared by some service providers to be a first step down a road ending in government-imposed sanctions, is now expected to recommend against quantified national standards in its final report this fall.

Officials for the project, coordinated by the National Governor's Association (NGA) under contract to ORR, said national standards are not feasible because of wide differences in populations served and services provided from region to region. Many states involved in the study, however, said that the information collected for the project has been useful to them, providing a method for analyzing employment service programs and a basis for quarterly reports to ORR.

According to a member of the project's advisory board, some service providers feared that because "performance standards are proscriptive," the project would lead to "financial sanctions" against service providers who failed to meet a national standard. They were also concerned that the project would assert "top-down management," the goal of which would be to reverse the current practice whereby services are purchased by states with a specific outcome promised by the provider, the board member said.

Project Initially Followed JTPA Standards Concept The scope and direction of the project have changed somewhat since its beginning in April 1984. Initially, project planners for ORR and NGA thought that the performance of refugee employment services could be measured by examining the existing records of state- and local-level service providers, according to the advisory board member. This information would be used to create national numeric standards like those of the Job Training Partnership Act (JTPA) of 1983, which NGA was instrumental in planning and implementing.

Under JTPA, the program which replaced CETA, the secretary of labor established seven measures to monitor program participants and program cost. According to Kay Albright of the NGA, analysis of CETA, state, and JTPA employment statistics led the secretary of labor to set national numeric standards for the program. For example, 55% of the people who finish JTPA are expected to enter full-time employment.

Glossary of Definitions Developed But a statistical base like the one NGA drew from in developing JTPA measures did not exist in refugee employment service programs, Albright said. States and local service providers used widely varying definitions to describe their refugee clients and the kinds of employment services they required or used.

Consequently, Albright said, an advisory board spent several months hammering out definitions of clients and services upon which uniform data collection could be based. Definitions range from descriptions of "a job" to those dealing with family units. For example, according to ORR's director for the project, Suanne Brooks, the project defines a dependent as an "unemployed spouse, or children under 19 who share a common residence and for whom the enrollee assumed responsibility for care and maintenance."

Albright said that 34 participating states and their service providers are collecting information about several employment categories: the number of days a refugee client uses an employment service, like a job workshop or job club, before being placed in full-time unsubsidized employment; the number of days refugees receive Aid to Families with Dependent Children, Refugee Cash Assistance, or general assistance, before being placed in full-time unsubsidized employment; and the average hourly wage a refugee earns at the time of placement. On-the-job and vocational training placements are counted only if they are not publicly funded, Albright said.

In addition to these measurements, the project is also monitoring the impact of "client characteristics", such as sex, age, education level, and ethnic background, on employment and employment service utilization, Albright added.

States React To Project Officials in participating states had generally favorable comments about the project, citing especially its usefulness in providing consistent information for quarterly reports to ORR.

In New York, where service providers have been required to participate in the project, Bruce Bushart, state coordinator, said that though "the project has been a fair amount of work, feedback from service providers has been very encouraging." He said the information collected has been "pertinent to planning" and that New York will continue to use the collection system after the project ends.

Jane Lee, state refugee coordinator in Mississippi, said the project is helpful and that the definitions are very useful, though some workers were having difficulty with the definitions of "dependent" and "second wage earner."

Diversity Makes Numerical Standards Difficult The project, now in the fourth of five quarters of data collection, has already revealed that "given the complexity and diversity of refugee programs, national numeric standards would be difficult to devise and administer," according to Brooks. Albright added that she believes results of the project will show that "national performance standards are not advisable."

In Texas, the experience of Ron Deaton, contract specialist for the state's department of human resources, illustrates how the variety of client characteristics, regional differences, and service-provider techniques make quantification of employment services for refugees difficult.

Deaton works with two service providers in the Dallas-Fort Worth area. In Fort Worth, 46 percent of the refugee clients have been in the United States more than 36 months, and 30 percent are secondary migrants. A few miles away, in Dallas County, only 20 percent have been in the United States more than 36 months, 21 percent are secondary migrants, and 52 percent have been in the United States less than six months, according to Deaton. As a further example of diversity, he added that Ethiopians, mainly single males who have been arriving over the last three years, now comprise 7 percent of the total refugee population of Dallas County, with 23 percent of those using employment services.

The fact that Dallas service providers employ ethnic staff, while Fort Worth uses native-born American staff also probably influences employment services in a way that is difficult to quantify, Deaton said. Variations in regional service and in the characteristics of refugee groups mean that national numeric standards would be difficult to apply.

Report to be Made This Fall Results of the project will be presented by NGA to ORR in September or October, Albright said. Those results will not include statistics from two important states, California and Illinois. Illinois already has an employment-service tracking system in place, according to Ed Silverman, Illinois refugee program manager, and therefore did not participate. California worked hard to join, according to Walter Barnes, acting chief of the state's office of refugee services, but was too heavily involved in implementing a refugee demostration project. Brooks said that developing national numeric standards without information from two states with large refugee populations providers would be difficult.

In February, ORR modified NGA's contract to include a three-state mini-study of "welfare savings." According to Albright, this study is designed to see if the impact of employment on welfare reduction can be measured by information available in the records of service providers and state welfare agencies. In other words, does a given amount of earnings result in less reliance on welfare and quantifiable savings?

Another part of this project may include study of the impact of client characteristics, such as length of time in the United States, education level, and age, on welfare reliance. Specifics of the project are still being discussed. Maryland, New York, and Washington are expected to participate.

PROJECT ASSISTS BATTERED REFUGEE WOMEN

The Women's Support Project of the Women's Association of Hmong and Lao, Inc., in St. Paul, Minnesota is a unique program designed to aid battered Southeast Asian refugee women.

Project Coordinator Ka Lysongtseng said that two full-time and five part-time staff work with 35 clients from the St. Paul/Minneapolis area. Eighty percent of the clients are Hmong, she said, and the rest are mostly Lao. Occasionally, Vietnamese or Cambodian women also call for help. The staff speaks English, Lao, and Hmong.

Services are provided free-of charge and include a 24-hour telephone hotline, transportation, court assistance, translation and interpretation, support groups, counseling, and temporary shelter.

According to Ka Lysongtseng, most of the clients are between the ages of 20 and 45, married, and have children. She believes wife abuse in Lao and Hmong families is a result of the conflict between the traditional male/female roles of the refugees' Southeast Asian cultures and those of Western culture.

The project has been funded each year since January 1984 by Minnesota's Department of Corrections. For further information about the project, contact Ka Lysongtseng, Women's Support Project, 1544 Timberlake Rd., St. Paul, Minnesota 55117. (612) 487-3871.

Current Research

EFFECTS OF RAPE ON REFUGEE WOMEN STUDIED

Ninety-nine of 200 Southeast Asian refugee women who responded to a national survey said they are rape victims, or have personal knowledge of a rape victim, according to the Indochina Psychiatric Clinic and the Refugee Women in Development Project (Ref/WID) of OEF International, survey sponsors.

While stressing that the survey was "extremely modest," and "the first pilot in this area," Dr. Richard Mollica of the Indochina Psychiatric Clinic (IPC) said, "the Ref/WID study has done a very good job of highlighting the magnitude of the problem."

The survey was mailed to 1400 women--Cambodian, Lao, Hmong, and Vietnamese refugees; refugee programmers; social service providers; and mental health counselors--according to Sima Wali of Ref/WID. The women were all members of an OEF mailing list. The survey was translated into five Southeast Asian languages.

Data from the survey is still being analyzed, Mollica said. However, he noted that preliminary findings suggest some general conclusions.

First, the women did not agree about whether it is good to keep information about rape a secret. When asked, "Do refugee women feel they must keep their rape a secret?," 55 of those having personal experience or knowledge of rape said "yes," and 30 said "no." When asked, "Is it good to keep the rapes a secret?," 33 said "yes," and 52 said "no." Women who have no direct connection with rape are less likely to think that women feel they must keep rape a secret.

Refugee Women's Groups Suggested Second, the results suggest implications for those involved with providing programs and services to refugees, Mollica said. "Health practitioners and psychiatrists have suitable roles for dealing with symptoms of rape trauma," Mollica said. Those symptoms include severe depression and nightmares, both of which can sometimes be treated medically, he said. But he doubts if those same professionals could or should play a role in directly counseling victims on their rape experiences.

"There is enormous cultural pressure not to reveal rape," Mollica said. "Sometimes if a health provider learns of rape cases, it's bad for the women," he added. Jim Lavelle of IPC notes cases of husbands leaving their wives after learning the wife was raped, and of entire families of rape victims being forced to move from a state because of disapproval and even harassment by others in the refugee community.

Mollica believes there should be a major national effort to establish refugee women's groups to provide private, confidential counseling to victims. Wali said that refugee community religious leaders are being encouraged by Ref/WID to take a larger role in counseling rape victims. Mollica said that some Southeast Asian victims view rape as a spiritual problem.

Wali also noted that Ref/WID has had some success in organizing a women's group of refugee rape victims in Long Beach, California. Not only are members of the group providing support and counseling to each other, they are also involved in promoting their own economic self-sufficiency through marketing their handicrafts, she said.

Rapes Reported "During Escape" and "In Refugee Camps" According to Wali, the survey resulted from Ref/WID's attempt to understand factors inhibiting the economic self-sufficiency of refugee women. Ref/WID had known that refugee women suffered from domestic violence, but had not singled out the problem of rape as one of the inhibiting factors. The survey represented a first step toward assessing the impact of rape on the social and economic development of refugee women.

The 200 respondents reported 133 cases where rape occurred. Two-thirds of the reported rapes occurred "during the war," "during escape," or "in refugee camps."

Of the 57 rapes reported by Vietnamese, 37 occurred "during escape," a fact Wali attributed to piracy attacks.

Cambodians, who Wali said have not been well protected in refugee camps, reported 14 of 38 rapes as having occurred in those camps. They reported 11 rapes "during escape."

Respondents reported 20 rapes having occurred after their arrival in the United States. Ten were reported by Lao/Hmong, seven by Cambodians, and three by Vietnamese.

Both Mollica and Wali cautioned against drawing larger conclusions based upon this highly limited study. The sample group was small, and the data needs to be compared against responses from a control group, they said.

However, if the results survive scientific scrutiny, then evidence will exist of a problem affecting the health of possibly tens of thousands of refugee women.

According to the Office of Refugee Resettlement, 345,000 Southeast Asian refugee women have resettled in the U.S. since 1975.

Study findings will be presented at a June conference, "The Trauma of Cambodia: the Psychological Impact of Mass Violence," featuring leaders in the field of psychiatric treatment for those suffering from trauma caused by political violence, including rape, torture, and confinement.

Meetings and Conferences

° A conference on "The Asian Woman" will be held June 17 at the Asia Society Auditorium in New York City. Focusing on health and health care of Asian women immigrants and refugees in the United States, sessions will include family planning, nutrition, use of interpreters, and epidemiological issues.

To register, send a check for $35 to Cicatelli Associates, 505 Eighth Avenue, Suite 801, New York, NY 10018. The registration deadline is May 31. For further information, call (212) 594-7741.

° York University in Toronto will hold an international symposium entitled "Refuge or Asylum--A Choice for Canada?" May 27-30. The symposium will analyze legal, philosophical, and service-related aspects of asylum. Registration is $100, plus a $25 per day housing fee. For further information, contact the Refugee Documentation Project, York University, 4700 Keele Street, North York, Ontario, Canada M3J 1P3. (416) 667-3639.

° Regions 7 and 8 of the Office of Refugee Resettlement will sponsor a multi-state conference in St. Louis titled "Refugee Resettlement in the Heartland of America: Moving toward the Nineties" June 4-6. Topics for discussion will include: changes in the direction of national refugee programs and policies; the development of model programs in social services, English as a Second Language, employment, health, and mental health; and ways to improve cooperation between refugee program staff and mutual assistance associations. The registration fee is $35.00. For more information, contact the Spring Institute for International Studies, 4891 Independence St., Suite 100, Wheat Ridge, CO 80033. (303) 431-4003.

Resources

GAO REPORTS ON REFUGEE RECEPTION AND PLACEMENT

Most refugees are not employed at the end of their first 90 days in the United States, according to the sample studied in an April report by the General Accounting Office (GAO).

The report found that core services in the first 90-day period "do not appear to be leading refugees to self-sufficiency, at least in the short term." Of the 592 cases reviewed, 62 percent of the families had at least one member who applied for cash and medical assistance.

The report called upon the Department of State to clarify the reception and placement program's goals of refugee self-sufficiency. "It is unclear whether the 90-day initial resettlement program should focus on employment, or on survival core services," the report stated.

The GAO recommended that the Department of State develop specific performance standards to evaluate the refugee reception and placement program. It noted that the Department exercises minimal control and accountability over voluntary agencies' use of reception and placement per capita grants.

The GAO recommended that voluntary agencies be required to submit program and financial reports, but did not find any evidence of misuse of per capita grants by the voluntary agencies.

Refugee Program: Initial Reception and Placement of New Arrivals Should Be Improved (GAO/NSIAD-86-69) can be ordered from the U.S. General Accounting Office, P.O. Box 6015, Gaithersburg, MD 20877. (202) 275-6241. The first five copies are free. Additional copies are $2 each, prepaid.

INDOCHINESE REFUGEE ACTIVITY
FY 86 as of March 31, 1986

COUNTRIES OF ASYLUM/RPC's	OCT. 1, 1985 POPULATION	FY 86 ARRIVALS	FY 86 REDUCTIONS: TO U.S.	FY 86 REDUCTIONS: 3RD COUNTRIES	FY 86 REDUCTIONS: VOL. REPATR.	FY 86 REDUCTIONS: OTHER	TRANSFER TO RPCs	MARCH 31, 1986 POPULATION
HONG KONG	10,039	671	42	972	0	6	762	8,920
MACAU	692	20	0	30	0	0	3	680
INDONESIA	7,048	1,704	293	1,389	0	1	1,777	5,287
MALAYSIA	8,296	2,974	349	1,387	0	9	1,595	7,926
PHILIPPINES	3,184	335	70	684	0	6	542	2,107
SINGAPORE	260	368	63	270	0	0	186	173
THAILAND	4,618	2,127	83	537	2	0	253	5,943
OTHER	1,331	226	39	233	0	1	121	1,175
TOTAL BOAT	35,468	8,425	939	5,502	2	23	5,239	32,211
THAILAND - KHMER	24,786	7,114	54	3,011	0	41	741	28,845
THAILAND - HIGHLANDERS	54,686	201	46	48	30	0	2,476	54,035
THAILAND - LAO	36,997	1,006	178	784	29	0	6,772	30,905
THAILAND - VIETNAMESE	529	493	7	158	0	0	29	850
TOTAL LAND	116,998	8,814	285	4,001	59	41	10,018	114,635
TOTAL DIRECT (ODP)	282	9,662	514	5,390	0	0	3,677	269
SUBTOTAL	152,748	26,901	1,738	14,893	61	64	18,934	147,115
BATAAN-RPC	15,333	12,741	12,204	116	0	13	0	15,707
GALANG-RPC	2,013	1,816	2,942	2	0	0	0	1,452
PHANAT NIKHOM ESL/CO	5,495	4,181	5,090	0	0	71	0	4,469
TOTAL RPCs	22,841	18,738	20,236	118	0	84	0	21,628
GRAND TOTAL	175,589	26,901	21,974	15,011	61	148	18,934	168,743

The end-of-month population figure is provided by UNHCR, and is the result of ongoing updating and adjusting of statistics. Therefore, the end-of-month population figure is not the result of a horizontal calculation based on arrivals and reductions. Admissions to the United States include those persons entering the United States in refugee status.

Source: U.S. Department of State, Bureau for Refugee Programs.

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Volume VII, Number 6 June 13, 1986

LITTLE-KNOWN ETHNIC LAO REFUGEES RESETTLE IN LARGER NUMBERS

U.S. refugee officials are approving increasing numbers of Laotian refugees for admission to the United States following the relaxation of the Thai government's "humane deterrence" policy and its institution of a screening process for Laotian arrivals. Of those arriving in the United States for resettlement, a growing portion are ethnic Lao from the lowland region.

Of some 19,000 Southeast Asian refugees approved for U.S. admission in the first five months of FY 86, 10,000 were Laotian nationals. In the first five months of FY 85, only 445 of more than 16,000 Southeast Asian refugees approved for resettlement were nationals of Laos.

Actual admissions to the United States are now beginning to reflect this dramatic increase in Laotian approvals. In January, 139 Laotians arrived in the United States, in February, 106; these figures increased to 883 in March and 1,698 in April, according to State Department statistics. Laotian admissions are expected to continue to increase during the second half of FY 86. However, because cases being approved currently are being drawn from those already determined to be of special interest to the United States, this high approval rate may not continue once the U.S. finishes processing this group.

In contrast to 1985, when Lao nationals represented some 10 percent of the Southeast Asian refugees who resettled in the United States, the Lao national percentage of the total is expected to be about 60 percent for the second six months of FY 86.

The anticipated Laotian percentage of U.S. admissions reflects the current composition by nationality in Thai refugee camps, as well as the January 1986 decision by the Thai government to relax "humane deterrence" by allowing resettlement processing for Laotian refugees from the Na Pho and Chiang Kham camps. Excluding the Cambodians at the Thai-Cambodian border, who are regarded as displaced persons rather than refugees and are not eligible for resettlement, Laotians represent more than 70 percent of the Southeast Asians in Thai camps, according to March 31 State Department statistics.

IN THIS ISSUE:

Increasing numbers of refugees from Laos are being approved for U.S. resettlement. This issue features a look at the lowland Lao and their adjustment..................1

- Update..................6
- Recent Developments

Thailand's Site 8 shelled; Senate committee schedules mid-year refugee consultation; U.S. refugee program faces budget hurdles; Sudden death syndrome among adult Southeast Asians examined...7

- Projects and Programs

Health line serves Wisconsin Hmong......................11

- Meetings and Conferences
- Current Research

Refugee use of medical assistance low.............11

- Reader Exchange......12
- Resources.............13
- Statistics

Southeast Asian Refugees: Estimated Cumulative State Populations................16

Ethnic Lao Represent a Growing Portion of Laotian Admissions

Among the refugees from Laos, a variety of ethnic groups are represented. These ethnic groups reflect, in part, the three regions of the country--lowlands, midlands, and highlands.

In July 1985, Thai authorities began a screening program to decide which Laotian nationals arriving in Thailand would be granted "first asylum." In the first six months of FY 86, 1,006 lowlanders were granted first asylum by the Thais, as opposed to 201 highlanders, mostly Hmong and Mien. Some sources suggest that the highlanders are being "pushed back" to Laos by local Thai authorities before even gaining access to the screening program.

There were 28,748 people in Na Pho, the Thai refugee camp for lowland Lao, at the end of March. U.S. refugee officials estimated that 7,000 to 8,000 would be potentially eligible for U.S. admission, according to a source.

State Department statistics suggest that the number of lowland Lao arriving in the United States has begun an upward trend. In the first six months of FY 86--October 1985 through March 1986--1,223 ethnic Lao and 1,123 highlanders arrived. In April, 1,213 ethnic Lao and 485 highlanders arrived.

Ethnic Lao a Little Known Refugee Group

Despite the projected increase in their admissions to the United States, the ethnic Lao remain less well known to the U.S. public than other Southeast Asian refugee ethnic groups.

Vikhom Somphene, a Lao caseworker for Migration and Refugee Services of the U.S. Catholic Conference (USCC/MRS) in the Arlington, Virginia diocese, said, "We [ethnic Lao] are very calm. We don't want to put out news." She added, "We want to avoid problems. We don't know the language. Besides, nobody is interested."

Others suggest that the lowland Lao are less well known than other Southeast Asian refugees because of their less direct connection to the U.S. war effort. "Perhaps their stories are less dramatic than Cambodians under Pol Pot, Vietnamese boat escapes, and Hmong CIA activities," said Ann M. Rynearson, a language specialist at the International Institute of St. Louis and an anthropologist who focuses on the Lao. "But even if less dramatic, the Lao story is equally serious."

Lowland Lao Participated in War Effort, Suffered Consequences

Roger Rumpf, of the Asia Resource Center and former American Friends Service Committee representative in Laos, said that the lowland Lao involvement in the war effort was indeed more subtle than that of other Southeast Asian groups, but that large numbers of ethnic Lao were involved in the military, including bombing missions in Laos, and in U.S. aid programs.

For example, Khamsing Rajamountry was an ethnic Lao monk who worked with International Voluntary Services, a private voluntary agency working with U.S. Agency for International Development (AID) funds. He had worked with internally displaced people in the Lao lowlands prior to 1975. He was arrested and accused of being a CIA agent. "I was almost killed in that time," he recalled. He escaped across the Mekong River in 1978. Today, he is a caseworker for USCC/MRS in Columbus, Ohio.

Vongnarat Sonephat, a major in the Lao air force prior to 1975, spent the next six years engaged in hard labor in "seminar," the commonly understood term for Lao "re-education." He told Refugee Reports of years spent in hunger and fear, cutting bamboo under the watchful eyes of his guards.

In 1981, he escaped by swimming across the Mekong River. But his ordeal did not end there. "When the Thai guards caught us, they separated the people and sent some back." He said that the border guards had to be bribed not to return people to Laos.

Rumpf said, "Most of the Lao sent to seminar were lowlanders. And those still there are mostly lowland Lao."

Because their involvement with Americans during the war era was less direct than that of other Southeast Asian ethnic groups, ethnic Lao have faced greater culture shock, according to Joan Hill of Lutheran Social Services in Minneapolis. "Laos is very underdeveloped," she said, "and the complexities of America can be frightening to them." Despite the obstacles, Hill has found the Lao to be "a delightful people who are remarkably motivated."

Lao Refugees Strive for Early Employment

In his 1984 study, Labor Force Participation and Employment of Southeast Asian Refugees

Lowland Lao refugees in the United States seek early employment. This Lao woman works at a clothing factory in New York.

Herve Gloaguen/VIVA

in the United States, Robert L. Bach found Lao to have the highest labor force participation rate of any of five Southeast Asian ethnic groups. After controlling for education, time of arrival, age, sex, and pre-arrival English language proficiency, Bach found the Lao to be employed or seeking employment at a rate more than 10 percentage points higher than any of the other groups, and fully 24 percentage points higher than the Vietnamese, commonly considered the most successfully integrated of the Southeast Asian ethnic groups.

John Van Esterick, one of the few researchers to have published studies on the ethnic Lao, wrote in 1985, "This impressive level of employment is dampened by two other survey results. One is that Lao mean weekly wages are among the lowest of any other Southeast Asian refugee group, except the Khmer. The other is that Lao do not have as high a participation in language or other training as do the other groups."

Van Esterick concluded that Lao prefer to find work immediately, even low-paying, entry-level jobs. He also found that the Lao have the lowest use of cash assistance of the Southeast Asian refugee groups.

Local refugee service providers make similar observations. "Over the past several years, the employable Lao have gotten into the job market quickly," said Bob Montgomery, assistant director of the San Diego office of the International Rescue Committee.

In Vurnsville, Minnesota, Rev. Berend Vander Woode, pastor of the Lao Community Reformed Church, which has sponsored or cosponsored about 50 ethnic Lao families, said, "I think they do quite well with jobs." Vander Woode estimated that about 75 to 80 percent have become self-supporting. "The majority have a good work ethic, are determined, and succeed in moving ahead, even into management positions."

Prof. Kendall Blanchard, chairman of the department of anthropology and sociology at Middle Tennessee State University, suggested that "Lao refugees might have a lot to teach us--to demonstrate how minorities don't have to be a perpetual underclass." He said that by any measure, ethnic Lao are "better employees" than non-Laotians.

Blanchard asked, "What can we do to take advantage of this new influx of hard-working, motivated, honest people?"

Education Remains Major Hurdle A major obstacle to adaptation, however, is low English proficiency, due, in part, to the relatively low level of contact with Americans in Laos. The Lao, in many cases, have lacked formal education in their homeland, a factor increasingly considered important to successful adaptation and integration. (See article on Refugee Policy Group study, Refugee Reports, Vol. VII, No. 3.)

"We see a tendency in American schools to lump all Southeast Asians together in one classroom and to see all the refugee students as high-performance Vietnamese," said Amy Zaharlick, assistant professor of anthropology at Ohio State University, who has conducted research on ethnic Lao adjustment to the American school system.

Zaharlick found a lack of interest in education among Lao adults. "The majority of people are from rural backgrounds with minimal education. Their primary focus is getting a job, and they see school as too expensive and as something out of their reach."

The lack of emphasis on education, Rynearson added, "will be a big problem for the Lao community." She told Refugee Reports of parents exerting pressure on their children to drop out of school to contribute to the family economically.

Lao refugees interviewed for this story, however, consistently said that education for their children was highly valued. "Our culture stresses education," said Xa Somphat, a mental health counselor in Seattle. "We urge our children to go to college, and very few drop out."

Vilay Chaleunrath, executive director of the Indochina Community Center in Washington, D.C., suggested that the interest in education diminishes somewhat after graduation from high school. "The Lao do not appreciate enough the importance of investing in education. The younger Lao generation wants to enjoy life now, and get jobs to compete for new cars and videos."

Generational Conflict Manageable American refugee service providers are generally impressed with the flexibility and adaptability of the ethnic Lao. Montgomery observed, "The Lao Americanize as quickly as any group." This is most evident among the younger generation. At recent new year's celebrations, he watched a veritable parade of punk and new wave styles among the young people. "They are into clothes, cars, and music," he said, "just as materialistic as the American kids."

These changes are a matter of some concern among the older Lao. "Our children go to American schools and become American," said Khamsing Rajamountry. The former monk said, "They don't understand respect. They walk in front of older people. They say 'yes' instead of 'yes, sir.' And the big, big problem here is Lao boys dating American girls."

Others suggest, however, that Lao young people still highly value close family ties and that they will remain responsible to their parents and the Lao community. "Young teenagers who dress like Prince or Madonna will still go back to Lao traditions for serious dating and will marry within the Lao community," said Father Peter Tran, director of the Lao Mission Team of the Indochinese Catholic Center in Chicago.

Although several observers mentioned social problems such as drinking and gambling, most said that Lao youth do not get involved in serious delinquency.

Factionalism in the Lao Community In places where young men have gotten into trouble, conflict is sometimes traced to factional rivalries within the community. John Litzinger, USCC/MRS director in Columbus, Ohio, told Refugee Reports of gang activity involving drug and alcohol abuse, vandalism, and personal threats. He blamed the problem, however, on rivalries among older Lao leaders vying for political power. "Some of the young single men were manipulated by an older leader, who got them to extort money from people," he said.

The Columbus problem emerged out of a cultural context in which rival leaders compete for a loyal following. These relationships, termed "patron-client" by anthropologists and sociologists, are usually a benevolent forging of personal bonds between the leader and individuals whom he helps.

Van Esterick found Lao to identify with those leaders able to provide them with help, particularly in adjusting to their new life in the United States. Patrons themselves are often employed by social service agencies, which enables them to help find jobs for their clients. Loyalty to a leader is often contingent on services rendered. "Relationships are brittle," Van Esterick wrote, "and clients can always seek new patrons who have more to offer."

The patron-client relationship is generally seen in a positive light by the Lao community, where the phrase, "Lao help each other," is almost a refrain.

Leaders Compete for Followers Problems arise not in the relationships between the patrons and their clients, but between rival patrons.

In Columbus, for example, there are five Lao associations for 500 families. "The people are not as concerned as the leaders," said Rajamountry, "but, realistically, some leaders are jealous and try to destroy the other groups."

Rajamountry said that there is a strong carryover in social organization from Laos. People from similar backgrounds and occupations, in general, try to stick together, so that former police, farmers, soldiers, or pilots will each form their own association.

Loyalty in the United States, however, increasingly goes to those who can be the most helpful, according to Rajamountry. "People follow the leader who provides better services, not on an ideological basis," he said.

Superimposed on social class and political differences are regional and ethnic divisions. In Seattle, for example, Dr. Marjorie Muecke, associate professor at the University of Washington School of Nursing, said that the ethnic Lao look upon the Lao Theung of the midlands region as social inferiors. "Because they don't speak the same language as the lowland Lao, the Lao Theung are virtually excluded from social services with Lao interpreters only."

Although these and other factors contribute towards factionalism in the Lao community, there are also important features that unite it. The wat, or Buddhist temple, plays a central role in the life of the Lao community. Montgomery calls the temple "a steadying factor" for the San Diego Lao community. Similar views were expressed by Laotians and non-Laotians about the role of Buddhist temples in other parts of the country.

Another important factor that maintains community cohesion is the role of women in the Lao community. Zaharlick observed, "The women are immune to factionalism. The wives of rival faction leaders remain friends. While the men divide the community, the women unite it."

Patron-Client Relations Transferred to American Sponsors American sponsors provide many of the same services as Lao patrons. When Lao clients assume that sponsors will act in expected ways, it can result in cultural misunderstandings.

"The Lao will tend to treat the American patron as he treats a patron of his own nationality, applying similar expectations and using similar techniques to make the best possible situation for his family," reported Van Esterick.

Van Esterick observed that Lao tend to judge American and Lao sponsors by the same standards. Lao relate to individuals, not to the organizations with which they are affiliated, according to Van Esterick. Credit or blame goes to the individual patron. This causes particular problems, said Van Esterick, when individual case workers within a church or agency change responsibilities.

While often relating to Americans as patrons, Blanchard said that few genuine friendships grow between the Lao and their American sponsors. He conducted a social census of 289 Lao adults in Murfreesboro, Tennessee, and found that less than five percent of them had ever been in an American home.

Cristina Blanc-Szanton, a research associate with the Southeast Asian Institute at Columbia University, who studied the Lao community in northern New Jersey, said that the Lao women there really wanted social contact with their American sponsors, but that the "well-meaning middle class women wanted them to clean their kitchens."

Vander Woode summed up the importance of sponsors approaching the Lao as friends. "If you have a church sponsoring a refugee," he said, "every Laotian family ought to have one American counterpart just to be their friend--to eat with them, socialize and visit."

Update

° The government of Thailand is expected to announce that all Cambodians at Khao I Dang who have not been approved for resettlement in a third country by September 30 will be returned to the Thai-Cambodian border. In the meantime, it is anticipated that the Thai government will allow resettlement processing of all Cambodians at Khao I Dang, including the "family card holders" and the "ration card holders." The 4,300 family card holders are within the camp, but have so far been ineligible for processing because they arrived after a cutoff date; the 7,000 ration card holders have been moved to Site 7, just outside the camp, and are also ineligible for processing because they entered Khao I Dang without permission after a later cutoff date.

The United States may process as many as 1,000 of the family card holders, those in processing priorities P1 through P4 only, according to sources. However, the United States is not expected to process any of the ration card holders; U.S. policy does not consider them to be distinct from the 245,000 Cambodians in camps along the border, who are not eligible for refugee resettlement processing. Also, the U.S. government has made it clear that the processing and review of the other 15,000 Cambodians within Khao I Dang has been completed. They have already been denied resettlement, and selected cases will be reviewed only on a case-by-case basis.

° Thailand has denied allegations by Amnesty International that three Cambodian refugees were tortured by Task Force 80 personnel at Khao I Dang on March 21 (see Refugee Reports, Vol. VII, No. 5). On May 30, a member of Thailand's National Security Council (NSC) said that the Amnesty report had "incorrect information" and that the organization "may intend to undermine Thailand's reputation." The official said the NSC had investigated the incident and found "the measures taken by Thai officials should be considered correct. There was no torture. At the moment, the three persons are in good health."

Task Force 80 Commander Colonel Phao Pharsan, in a statement issued May 23, said, "The allegations of mistreatment of these criminal detainees by Task Force 80 are categorically denied." He said that "Kampuchean refugees fall under the classification of 'illegal immigrants,' who, under Thai immigration laws, would normally be expelled." However, the three arrested Cambodians had been "mercifully detained" instead, his statement said.

The Thai government maintains the three Cambodians were involved in smuggling bandits into Khao I Dang on March 5 and March 18. On March 18, the three were arrested after allegedly killing a Thai soldier and a refugee the same day, according to the Thais. "They are now awaiting the court's decision," the NSC official said.

Amnesty International's "Urgent Action" memo of May 6 called for the Thai government to establish an independent body to investigate the incident. It also urged the government to try those guilty of torture and to bring the three accused Cambodians to fair trial.

° President Reagan has nominated Jonathan Moore to be the new U.S. coordinator for refugee affairs. Moore's nomination has been submitted to the Senate Committee on Foreign Relations; it is not clear whether the committee will consider the nomination before the July 4 congressional recess. He must be confirmed by the Senate before taking office. The position has been vacant since H. Eugene Douglas resigned at the end of October 1985.

Moore is the director of the Institute of Politics at the John F. Kennedy School of Government at Harvard. He recently served on the independent panel appointed by Secretary of State George P. Shultz to study the Southeast Asian refugee situation. The panel, headed by Robert Ray, former Iowa governor, made its recommendations April 18. Moore has held important posts in Democratic and Republican administrations. He was deputy assistant secretary of state for East Asian and Pacific Affairs in the Nixon administration.

° Rep. Pat Swindall (R-Ga.) responded to an account of an interview he gave with the

Atlanta Journal and Constitution, in which he was reported to have said that Mariel Cubans remaining in custody should be set adrift in lifeboats in the Caribbean (see Refugee Reports Vol. VII, No. 5).

Swindall said that his quote was taken out of context. In his May 4 letter to the Atlanta Journal and Constitution, Swindall called for improvements in conditions at the Atlanta Federal Penitentiary, if the Cuban detainees are to continue to be confined there. However, he questioned keeping these detainees in "judicial limbo." He said that "to continue to imprison the Cubans indefinitely would be infinitely more inhumane than returning them to Cuba."

In advocating the return of the 2,000 Mariel detainees to Cuba, Swindall said he was by no means suggesting that we do so "with reckless indifference to the safety of the detainees." He suggested, however, that if diplomatic efforts should continue to be fruitless, "we should explore the possibility of returning the prisoners in precisely the same fashion as they came." He said that the possibility of their drowning was "virtually impossible," since he was suggesting that "they be transported to the edge of international waters, which is only three miles from the Cuban coastline, where they would obviously reach Cuba in a relatively short period of time."

° Rep. Barney Frank (D-Mass.) introduced a bill that would temporarily stay the detention and deportation of Nicaraguans currently in the United States, pending a General Accounting Office study of displaced Nicaraguans. The bill, H.R. 4893, contains the identical provisions for Nicaraguans as the Moakley-DeConcini bill contains for Salvadorans in the United States. The bill, when introduced, was cosponsored by Rep. Joe Moakley (D-Mass.), Howard L. Berman (D-Calif.), and George W. Crockett, Jr. (D-Mich.) and has been referred to the Committees on Foreign Affairs, the Judiciary, and Rules.

° Romania informed the United States on June 2 that it would allow 1,000 people to emigrate in the near future. On June 3, President Reagan approved another annual extension of most-favored-nation trading status, which lowers import tariffs to Romania. The Jackson-Vanick Amendment to the 1974 Trade Act prohibits the United States from granting most-favored-nation status to any communist country that restricts emigration, unless the president determines that the country is relaxing its emigration policies (see Refugee Reports, Vol. VII, No. 1).

° Agreement between the United States and the Soviet Union was reached on June 2 to allow more than 200 Soviet citizens exit visas to reunite 72 cases of divided Soviet-American families.

° At its annual convention marking Amnesty International's twenty-fifth anniversary, Amnesty International USA passed a resolution asserting that governments should provide equal consideration of applications for asylum regardless of the asylum seeker's country of origin. It also urged countries to grant temporary safe haven in an even-handed way to groups who could become subject to civil strife and violence in their home countries.

Recent Developments

THAILAND'S SITE 8 SHELLED--12 KILLED, SCORES INJURED

At least 9, and perhaps as many as 12, Cambodians, including two children, were killed in a morning shelling of Site 8 camp in Thailand on May 29. Between 30 and 50 were injured, most of them children. According to the State Department, the most critically wounded were evacuated to the hospital at Khao I Dang.

Site 8, a Khmer Rouge camp holding 30,000 Cambodians, is located four kilometers from the Cambodian border. Although casualty reports varied, both the United Nations Border Relief Operation and CARE, which has a mission at the camp, reported 12 dead.

Reports on the origin of the shelling also varied. According to Thai officials, the shells were fired by Vietnamese from positions in Cambodia eight to twelve kilometers from the camp. However, a source at the State Department said some reports they received indicated the shelling may have resulted from factional fighting within the camp itself. "This doesn't fit Vietnam's typical pattern," the State Department source said. A spokesman for the Vietnamese mission to the United Nations had no comment on the incident.

According to the Thai embassy, Vietnamese and Khmer Rouge forces were fighting nearby when the attack occurred. The shelling, though brief, forced most of the Cambodians at Site 8 to flee to nearby fields. On May 30, the Bangkok World reported that 2,000 refugees refused to return to the camp. On June 4, an official for CARE said the camp had not been evacuated. "We anticipate a return to normal soon," the official said.

SENATE SUBCOMMITTEE TO HOLD MID-YEAR REFUGEE CONSULTATION

The Senate's immigration and refugee subcommittee chaired by Sen. Alan Simpson (R-Wyo.) has scheduled a mid-year refugee consultation with the administration for June 19.

Testimony has been invited from the State Department, the Office of Refugee Resettlement, and the Immigration and Naturalization Service. According to Richard Day, majority counsel to the subcommittee, ORR has been asked to address the effects of the Gramm-Rudman-Hollings budget deficit reduction law on the refugee program; the State Department has been asked to discuss how refugee admissions are going in FY 86 and what is expected for FY 87; and INS has been asked to address the situation in Southeast Asia, particularly the future of the Cambodians who remain at Khao I Dang and the completed review of those cases at Khao I Dang denied U.S. resettlement.

Sen. Simpson is concerned about the lack of progress on recommendations he made after returning from Southeast Asia last year, Day said. At that time, Simpson suggested that family reunification be achieved through regular immigration processing. Day said that Simpson would like to know why very few Southeast Asians have come to the United States through immigration channels so far, and why little has been done to provide education for Cambodians at the border, a recommendation he and others have made for some time.

REFUGEE PROGRAMS FACE BUDGET HURDLES

The U.S. government's major refugee program priority is for "life preservation needs," according to James N. Purcell, Jr., director of the Bureau for Refugee Programs (BRP), in April 18 testimony before the Foreign Operations Subcommittee of the House Appropriations Committee.

Purcell said that BRP would soon propose a change in programming away from refugee resettlement.

Purcell made his comments during the State Department request for $347.5 million for FY 87 in migration and refugee assistance. This includes funds for assistance to refugees overseas and for admission of refugees to the United States. The subcommittee is due to mark-up (consider amendments and vote on whether to send the bill to full committee) the foreign operations appropriation bill in the third week of June.

Purcell noted that the ceiling requested for FY 87 refugee admissions to the United States is 63,000, a reduction from the FY 86 request for 67,000, which itself was reduced to about 64,000 by Gramm/Rudman/Hollings deficit reduction cuts.

The refugee admissions budget request represents a reduction of $5.5 million from the FY 86 funding level as reduced by Gramm/Rudman/Hollings budget cuts.

Rep. David Obey (D-Wis.), chairman of the subcommittee, told Purcell, "Your program is obviously a very high priority for this subcommittee." He added, however, that the administration was not providing enough money to support this and other programs. Obey said that any reductions in the appropriation would not be made on the basis of substantive objections to the refugee program, but rather as a reflection of the larger budget picture.

Refugee Program Budget Cuts Anticipated as Part of Deficit Reduction Efforts Both the House and Senate passed budget resolutions cutting the administration's foreign aid request for FY 87. The Senate budget would cut foreign aid by $700 million; the House version cuts the budget to an even deeper $1 billion from current levels.

Washington representatives of voluntary

agencies are worried that the cuts in the State Department's migration and refugee assistance account could be much larger since the administration wants to maintain existing levels of support for Israel and Egypt and because other security-related accounts would be immune from across-the-board Gramm/Rudman/Hollings cuts.

"The fear," said Michael Myers, Washington representative of Church World Service, "is that not all accounts will be given their fair share of cuts."

Zdenka Seiner, assistant director of the Lutheran Immigration and Refugee Service, noted, "The refugee account tends to fall between the cracks of the overall foreign assistance debate between those with concern for development programs versus those with security interests."

In testimony before Obey's subcommittee on April 10, Nancy Iris, policy and information coordinator of the U.S. Committee for Refugees, said, "Refugees are neither buildings, nor roads, nor missiles. They are people--people who need care and protection. Hunger and pain can't wait until the end of the fiscal year for the reprogramming of accounts or the passage of supplemental bills."

In written testimony submitted to the subcommittee on April 25, Rev. Nicholas DiMarzio, executive director of Migration and Refugee Services of the U.S. Catholic Conference, voiced particular concern about the proposed 6 percent reduction in refugee admissions for FY 87.

He said, "Experience has shown that when the U.S. restricts refugee admissions, other Western resettlement countries follow suit, thus resulting in even fewer resettlement opportunities..." DiMarzio added, "Experience has also shown that restrictive U.S. refugee policy causes first-asylum countries to deal with the refugee crisis through forced repatriation, a solution that has meant loss of lives."

EFFORTS UNDERWAY TO TRACK ASIAN SUDDEN DEATHS

Typically, he is a young, healthy male Laotian refugee who has been in the United States about nine months. After a normal dinner, perhaps a beer or two in the evening, he goes to bed at about midnight. Then, in his sleep about three hours later he begins to groan. He never regains consciousness.

The autopsy shows nothing that explains the underlying cause of death.

This describes sudden unexplained death syndrome (SUDS), a mysterious form of death that causes fear in the Southeast Asian refugee community and bafflement among health researchers.

The sudden, mysterious death rate among Laotian refugees, particularly the Hmong, is unusually high. "The SUNDS death rate (87/100,000) among Laotian men age 25-44 is comparable to the sum of the rates of the four leading causes of death in all U.S. males of that age group," according to the Final Report of the SUNDS Planning Project, published in 1984 under the direction of Dr. Neal Holtan. [Since not all deaths have occurred at night, the word "nocturnal" has been dropped from SUNDS, the term that earlier described the syndrome.]

Ninety-six SUDS cases have been reported to the Centers for Disease Control (CDC) since 1977. In addition to the 97 known deaths, an additional 26 reported cases came to light after the Public Health Foundation sent a notice in February to more than 4,000 medical examiners and coroners defining the syndrome and asking them to report possible cases. A CDC pathologist is currently reviewing the latest reported cases to see if they fit the definition. Of the 26 reports, 6 have been confirmed as SUDS cases--the remainder are awaiting additional corroborating details.

Speculation on Causes of Sudden Death

Various hypotheses for the deaths have been raised, but none has been adequately explored. Some in the refugee community itself attribute the deaths to evil spirits or to the spirits of abandoned ancestors in Laos.

Dr. Marjorie Muecke of the University of Washington School of Nursing has tracked reports of a liver-eating homicidal ghost, the phii ká, who is believed by many in the Laotian community to have been transported from Laos to the United States and then to have traveled across the country leaving death in its wake. She said, "While the spirit is believed to be in town, refugees report sicknesses and stay home from work."

A study by Joseph Jay Tobin and Joan

Friedman in 1983 posited the hypothesis that the deaths were caused by nightmares. Based on a case study of a Hmong refugee who was resuscitated from a near-death episode, the authors suggest that the deaths "may be a form of unconscious suicide mediated by a loss of self respect, a loss of control over one's life, and a loss of will to live in such anxious circumstances." The nightmare of a demon sitting on his chest and preventing him from breathing was the Hmong refugee's explanation of the occurrence.

The authors speculate that the nightmare could be a cause as well as an effect: as one incorporates external stimuli into a dream (such as a phone ring), the shortness of breath the sleeping person experiences could be "his sleeping mind's metaphorical description of his body's physiological condition."

Western Health Researchers Search for Clues Dr. Kathleen Hoerner, a physician responsible for SUDS surveillance at the Public Health Foundation, said, "I find it medically hard to believe that nightmares could cause death without other predisposing factors."

Ron Munger, a postdoctoral research fellow at the University of Minneapolis School of Public Health, is looking for just such factors. He is recording electrocardiagrams (ECGs) of newly arrived refugees and has found evidence of heart abnormalities. He doesn't think that he has sufficient data yet to draw any conclusions.

His research took him to Ban Vinai, the Hmong refugee camp in Thailand, for nine months in 1982-83 and again in January 1985. He was able to document the occurrence of SUDS in Thailand (as well as in the Philippines) and to isolate possible aggravating factors. He found evidence of acute emotional distress in some cases and suggested the possibility that such emotions could precipitate irregular heart beats.

In tracing some of the victims' genealogies, Munger was also able to find evidence to suggest a higher occurrence among their family members. In fact, he found the syndrome to be more prevalent among the green than the white Hmong subgroup. Munger cautions that the explanation is not necessarily genetic, as a variety of shared experiences could explain the higher likelihood of the syndrome among relatives.

Dr. Bruce Bliatout, program development specialist for the Multnomah County Health Services Division in Portland, Oregon, and himself a Hmong, conducted similar studies among exile Hmong communities in 1982. Unlike Munger, he found no significant prevalence of SUDS among the green Hmong, but did find higher incidences of the syndrome in certain clans.

Bliatout leans toward a genetic hypothesis, but believes stress is also a factor. He said that this is a new phenomenon for the Hmong, but questioned whether it is a result of the refugee experience. "We have always struggled with our neighbors and have experienced killings, slaughter, and hangings before. But we are unfamiliar with SUDS in our past. We never heard of cases before the mid-1970's."

Holtan said that he did not think stress would be sufficient in itself to cause arrhythmia. He too is looking at other factors, particularly genetic and cardiac. One hypothesis he would like to explore further is the possibility of low potassium as a causal factor, as a result of some combination of stress and diet. In any case, said Holtan, "I suspect it is a combination of factors."

Nampet Panichpant, program coordinator for the International Refugee Health Assistance Program of Orange County California Public Health and Medical Services, said, "I have tried to check everything--rituals, foods. I even checked bottles for brand names to see if I could find a pattern." She said that it is difficult to make much progress because "limited interest has meant no continuous coordination and follow-up."

Information Center Established The Public Health Foundation and the Centers for Disease Control have a new ally in the effort to educate the public about SUDS. The Asian Sudden Death Information Center is acting as a clearinghouse for information on the syndrome.

For the time being, accurate surveillance remains the most important problem. "CDC has an excellent network with the public health sector," said Roberta Aitchison, information coordinator for the center. "We are trying to reach a cross-section of people who might not have direct contact with public health." Such groups, she said, include mutual assistance associations, voluntary agencies, health care providers, and social service agencies. Aitchison is encouraging refugee service providers and the refugee community to report SUDS cases to the Public Health Foundation, which is coordinating data collection for CDC researchers.

To report incidents or to locate the SUDS coordinators in each state public health department, contact Kathleen Hoerner, M.D., Public Health Foundation, 1220 L St., NW, Washington, DC 20005. (202) 898-5600.

For further information about SUDS, contact Roberta Aitchison, Asian Sudden Death Information Center, 640 Jackson St., St. Paul, MN 55101. (612) 221-3539.

Projects and Programs

PHONE-IN TAPES GIVE HMONG HEALTH ADVICE

Hmong refugees who live in five Wisconsin cities and surrounding communities can receive Hmong-language information about common health problems over the phone, thanks to a new service jointly developed by the state of Wisconsin's Department of Health and Social Services and the University of Wisconsin-Madison.

According to Tam C. Phan, director of the Wisconsin Refugee Health Program, and coordinator of the project, the Hmong callers can select from one of eight four-minute taped messages: car safety for your baby; how to use prescription drugs; strep throat; an appointment with your physician; viral hepatitis; the flu; my child has a fever; and lice are not nice.

Phan said these topics were picked by leaders of Wisconsin's Hmong community from a list of 700 titles which comprise the English-language Health-Line system, administered for several years by the University of Wisconsin-Madison.

The Hmong project evolved out of the need to provide health education to refugees who are illiterate in their own language, Phan said. He added that, culturally, Hmong tend to be shy about asking personal health questions. The Health-Line was seen as a way to overcome these problems.

"My Child Has a Fever" Most Requested Hmong Message The Hmong Health-Line began December 1, 1985, and serves Madison, La Crosse, Eau Claire, Green Bay, and Sheboygan. Callers from outside those local areas can use a toll-free number. Each toll-free call costs the project seven cents, Phan said.

The English-language Health-Line system has 50 subscribers, mostly hospitals, who purchase cassette copies of the messages. According to Ann Whitaker, coordinator of the system for the university, medical information in each message is developed in conjunction with the university's medical school faculty. Though most of the 700 messages deal strictly with medical concerns, some discuss sexual topics.

Whitaker said that herpies, weight loss, and diet are the most requested subjects in the English system. "My child has a fever," is the most used Hmong tape, according to Phan.

The state of Wisconsin's Division of Health funds the project.

Meetings and Conferences

° A conference titled "Action Strategies to Ensure the Protection of Refugees and Displaced Persons" will take place June 24-25 at Georgetown University in Washington, D.C. The conference theme will be the ethical imperative of protecting refugee women, children, and the elderly. Methods of coalition building and advocacy on behalf of refugees will also be discussed. The conference is being sponsored by the National Immigration, Refugee and Citizenship Forum. For information, contact Berta Romero or Yasmin Santiago at (202) 544-0004, or write the National Immigration, Refugee and Citizenship Forum, 533 8th St., S.E., Washington, DC 20003.

Current Research

REFUGEE USE OF MEDICAL ASSISTANCE LOW

Refugees were found to use fewer Medicaid services at less cost than the general Medicaid population, according to a recent study by SysteMetrics for the Office of Refugee Resettlement and the Health Care

Financing Administration.

Based on 1981 data from California, New York, and Tennessee, the report found refugees who qualify for medical benefits through AFDC much less likely to use either walk-in or in-patient hospital care than general AFDC recipients.

Refugees in all three states were also found to cost less to treat on a per capita basis than general AFDC recipients. AFDC refugee adults in Tennessee had annual average Medicaid costs of $532 in 1981, compared to $749 for AFDC adults in Tennessee's general Medicaid population (a difference of 41 percent). California refugees were 22 percent less expensive to treat; New York, 16 percent.

The report, Refugee Medical Assistance Study Final Report, also shows that children in the general AFDC population consistently had greater health-care costs than refugee children. In Tennessee, AFDC children in the general population had Medicaid expenditures 38 percent greater than the amount expended for AFDC refugee children. The largest cost difference for children was in New York, where general AFDC population children incurred costs 52 percent higher than their refugee counterparts. The California children in the general AFDC population cost an average of 17 percent higher than refugee children.

A companion study, Refugee Medical Assistance in California, 1981, gives further details on the California study. Only in California were there sufficient numbers of non-Southeast Asian refugees to make comparisons between Southeast Asian and other refugees. Non-Southeast Asian refugees incurred per capita costs at double the Southeast Asian rate ($1,891 versus $727).

The report noted, however, that the Southeast Asian refugee population was considerably younger than the non-Southeast Asian refugees. Only 1 percent of Southeast Asians were elderly, compared to 25 percent of non-Southeast Asians.

The most common in-patient care for California refugees involved pregnancy and childbirth (27 percent of hospital claims). In New York, on the other hand, refugees were more likely to be admitted for diseases of the circulatory system (22 percent of claims).

The Final Report also points out that about 10 percent of refugees accounted for 63 to 70 percent of all refugee medical assistance costs in 1981. It warns that it is misleading to think in terms of average refugee use of medical assistance since "a small group of refugees was responsible for most of the medical care utilization and costs." In California, for example, per capita costs for these "high cost" refugees were $4,763 in 1981, compared to $832 for the remainder.

To order the reports, contact Ellen McGovern at the Office of Refugee Resettlement, Department of Health and Human Services, 330 C St., SW, Rm. 1229, Washington, DC 20201. (202) 245-0418.

Reader Exchange

° The last issue of Refugee Reports, Vol. VII, No. 5, carried an update which stated that "more than 60 percent of Nicaraguan asylum cases decided by INS district directors in FY 86 have been approved." This reflected the approval rate for the first five months of FY 86, October 1985 through February 1986, for which the approval rate was 61 percent. INS has pointed out that the approval rate for the first six months of FY 86, through March, is 57 percent and has requested that the following explanation of asylum approval rate be published:

> The most recent INS asylum statistics (for the first 6 months of FY 86) do not accurately reflect the reality of asylum decisions for many nationalities. Several INS district offices have been unable to complete denial cases due to a shortage of secretarial personnel. As a result, at least 2,200 denial cases have not been typed and mailed, although draft decisions have been prepared in these cases. This has caused a distortion in the statistics overall and for specific nationalities such as Nicaraguans and Salvadorans.
>
> Approvals are handled by a standard letter in which the name of the applicant and his/her country of origin can be written in by hand and the form letter is then reviewed and signed by the district director. Denial cases are handled with greater attention to detail in the responses. Both a lengthy

notice of intent to deny and a denial letter must be typed, and this is the source of the backlog in completed denials.

A comparison of statistics for FY 85 with the first 6 months of FY 86 shows an overall jump in approval rates as noted below. It is expected that by the end of the fiscal year, the approval rates will be closer to the rates for FY 85.

	FY 85	FY 86
All Nationalities	24%	40%
Nicaragua	9%	57%
El Salvador	3%	8%

° The U.S. Committee for Refugees (USCR) has prepared an information packet for Ugandans who are in the United States under extended voluntary departure (EVD). The packet tells Ugandans what they can expect from the Immigration and Naturalization Service (INS), and what they and their families should do if they wish to remain in the United States or return to Uganda. The legal status of these Ugandans may soon change. The State Department has recommended a continuance of EVD until July 31, 1986; however, it is possible that EVD may not be extended much longer than that. USCR has met with State Department and INS officials in an effort to understand the government's developing immigration policy with respect to Ugandans, and to advocate a humane approach to their possible return. To request a packet, call or write USCR, 815 15th St., NW, Suite 610, Washington, D.C. 20005. (202) 667-0782.

Resources

HMONG ADAPTATION EXPLORED

Papers presented at the second Hmong Research Conference in 1983 at the University of Minnesota have been collected in a single volume.

Just published by the Center for Migration Studies and the Southeast Asian Refugee Studies Project of the University of Minnesota, The Hmong in Transition features analysis of the cultural changes that have occurred in the Hmong refugee community.

Essays by experts from various fields discuss issues of concern for successful resettlement, such as secondary migration, employment and dependency on public assistance, job training for Hmong women, and highlights of the Office of Refugee Resettlement-funded Hmong Resettlement Study.

Other aspects of social adjustment are treated, including two revealing case studies. The first, arising from a sexual assault case, shows discrepancies between the U.S. legal system and traditional Hmong practices for resolving interpersonal conflicts. The second explores the breakdown of a needlework cooperative after the refugee women transferred their traditional understanding of Hmong patron-client relationships to the American women volunteers working with them.

Several essays on linguistics reveal patterns in a grammar quite unlike English. These essays, in addition to providing insights for teachers of English as a second language, contribute toward the preservation and understanding of Hmong culture itself.

Hmong beliefs about health and traditional healing are the subjects of several essays. One outlines guidelines for Western mental health professionals on how and when to use traditional healers. Another describes field work on sudden nocturnal deaths and sleep disorders among Hmong refugees at the Ban Vinai camp in Thailand.

The 464-page volume is available for $12.95 (paper), $17.95 (cloth), plus postage ($3.00 first class; $3.00 libraries; $4.00 international) from the Center for Migration Studies, 209 Flagg Place, Staten Island, NY 10304. (718) 351-8800.

HMONG ORAL TRADITIONS WRITTEN

A bilingual collection of Hmong folktales, proverbs, and poetry, as well as biographies and descriptions of daily life and traditional needlework, are featured in Grandmother's Path, Grandfather's Way.

The book, published by the Zellerbach Family Fund as part of the Hmong Preservation Project, is an attempt by a group of Hmong refugees, led by Lue Vang, to document in written form oral traditions that the nonliterate Hmong culture has passed from generation to generation.

"I know that if we don't take the time to write down the words of the elders," Lue Vang writes, "when they are gone, we will not know our Hmong life and customs." With the help of Judy Lewis, who contributed to the English translations, the 197-page book becomes valuable not only to the Hmong community, but also to Americans who want a greater appreciation and understanding of Hmong culture.

Grandmother's Path, Grandfather's Way can be ordered for $14.98 from Lue Vang or Judy Lewis at 2202 River Trails Circle, Rancho Cordova, CA 95670. (916) 635-6815.

HIGHLAND LAO INITIATIVE EVALUATED

A $3 million emergency initiative started in 1983 to bolster stability among highland Lao--predominantly Hmong-- communities outside California has been evaluated in a November 1985 report released by the Office of Refugee Resettlement in March 1986.

The report, prepared by Coffey, Zimmerman and Associates, was intended to evaluate whether the goals of the Highland Lao Initiative (HLI) were met. The initiative was intended to stabilize highland Lao communities by, in part, increasing employment, decreasing welfare dependency, and stemming secondary migration, particularly to the Central Valley of California.

Overall, the study found, welfare utilization in HLI program areas fell by about one quarter. Public assistance was most notably reduced in sites with successful job placements. Wisconsin was an exception to the downward trend in welfare utilization.

Though the authors cautioned that data was limited, they found evidence to suggest that the initiative slowed secondary migration.

The report noted, "These refugees will continue to require the attention and assistance of ORR for some years to come. However, there is no need to provide continued special funding to every highland Lao community originally served by the HLI."

The report can be ordered from Allen Call, Office of Refugee Resettlement, 1229 Switzer Building, 330 C St., NW, Washington, DC 20201.

BIBLIOGRAPHY ON LAOS AVAILABLE

A new bibliography on Laos has been compiled by the Institute of Southeast Asian Studies in Singapore.

Laos: A Bibliography is a particularly valuable source on English-language resources for the period 1975-1984. The 253-page volume provides information on materials relating to Laotian history, politics, culture, and ethnography.

Although a section is devoted to refugees and displaced persons, the bibliography does not cover many of the materials relating to refugee resettlement and adjustment in the United States.

The bibliography is available from the Institute of Southeast Asian Studies, Heng Mui Keng Terrace, Pasir Panjang, Singapore 0511, Republic of Singapore.

VIDEO SHOWS LAO BUDDHISM IN AMERICA

The first consecration of a Lao Buddhist temple in the Midwest is documented on a videotape produced by the Center for Southeast Asian Studies. "Rebirth of a Culture: A Lao Temple in the Midwest" also shows the ordination of monks and indicates both continuity and change in the Lao religious adaptation to the American environment.

The 28-minute, color videotape is available in VHS. To order, send $20, prepaid, to the Center for Southeast Asian Studies, Northern Illinois University, DeKalb, IL 60115-2854. (815) 753-1771.

BOOKS PROVIDE HEALTH CARE INFORMATION AND ORIENTATION FOR SOUTHEAST ASIANS

A bilingual medical guide and accompanying medical glossary provide an important health resource for the Southeast Asian community in the United States. The guides and glossaries, published by the Indochinese Cultural and Service Center of Portland, Oregon, are available in Cambodian/English, Lao/English, or Vietnamese/English.

The Medical Guide: An Introduction to Medical Service in North America serves as a counterpart to Southeast Asian Health Care: A Cultural Guide, also produced by the Indochinese Cultural and Service Center. The Cultural Guide helped to orient U.S. health care professionals about traditional Southeast Asian approaches to health care. Now, the Medical Guide provides similar orientation for Southeast Asians about the U.S. health care system and practices.

The Medical Guide orients its readers to such subjects as visits to the doctor, and explains medical practices such as taking blood samples, medical histories, and physical examinations. The guide emphasizes preventive health measures such as personal hygiene, nutrition, home safety, and first aid. It also devotes attention to reproductive concerns.

The Medical Glossary: A Phrasebook for Bilingual Health Care lets patients know the questions they are likely to be asked in U.S. health clinics and hospitals. It includes anatomical diagrams labeled in English and the native language and alphabetical listings in both languages of key health-related words and phrases.

The Medical Guide is available for $7.50 and the Medical Glossary for $5.50 from the Indochinese Cultural and Service Center, 3030 S.W. Second Ave., Portland, OR 97201.

SCREENING TOOL MEASURES SOUTHEAST ASIAN MENTAL HEALTH

A bilingual screening questionnaire in Lao, Cambodian, and Vietnamese enables health and mental health providers to detect anxiety and depression levels among Southeast Asian refugees.

Adapted from the well known and widely used Hopkins Symptom Checklist, the version developed specifically for Southeast Asians allows them to identify feelings that they otherwise might not be able to express.

The Hopkins Symptom Checklist 25 Manual: Cambodian, Laotian and Vietnamese Versions is available for $50 from the Indochinese Psychiatry Clinic, Brighton Marine Public Health Center, 77 Warren St., Brighton, MA 02135. (617) 782-3400.

USCR ISSUE BRIEFS AVAILABLE

Three new issue briefs are available free-of-charge from the U.S. Committee for Refugees: "Looking for Phantoms: Flaws in the Khmer Rouge Screening Process," by Stephen Golub, examines the shortcomings of a U.S. review process which sometimes fails to distinguish between members of the Khmer Rouge and those who were its unwilling victims. "Human Rights in Uganda: A Season of Hope for its Refugees and Displaced Persons," by Roger Winter, USCR director, based on his recent trip to Uganda, discusses the improved human rights conditions under Uganda's new leadership. "Living in Limbo: The Boat Refugees of Hong Kong and Macao," by Allen K. Jones, looks at the plight of 9,000 Vietnamese boat refugees, many of whom have been forced to live in closed camps for years, and whose prospects of resettlement elsewhere grow increasingly dim.

Refugee Reports subscribers automatically receive USCR's World Refugee Survey and issue papers, but not these and other issue briefs. To order, write to USCR, 815 15th St., NW, Suite 610, Washington, D.C. 20005.

REFUGEE RESETTLEMENT EXPLORED

A collection of essays on refugee resettlement has been published by the Center for Migration Studies in Working with Refugees.

Edited by Peter I. Rose, the 110-page volume includes essays by a variety of people in the refugee field. They examine questions of protection, adaptation, and services for refugees, and discuss the rules governing the selection for relocation in "third countries" such as the United States.

Working with Refugees is available from the Center for Migration Studies, 209 Flagg Place, Staten Island, NY 10304. (718) 351-8800. The cost is $17.50 (cloth), $12.95 (paper).

BILINGUAL/ESL CATALOGUE AVAILABLE

A catalogue of bilingual and English-as-a-second-language (ESL) materials, featuring special items for refugee students, is now available.

Noteworthy materials include "Tales of Marvel and Wonder," a collection of 23 Southeast Asian fables, "Legends from Vietnam," and "Festivals from Far Away."

To order, contact the University of Iowa, CEEDE, N345 Oakdale Hall, Oakdale, IA 52319.

SOUTHEAST ASIAN REFUGEES: ESTIMATED CUMULATIVE STATE POPULATIONS a/ INCLUDING ENTRIES FROM 1975 THROUGH MARCH 31, 1986

STATE OF RESIDENCE	ESTIMATED TOTAL
ALABAMA	3,100
ALASKA	200
ARIZONA	5,400
ARKANSAS	2,600
CALIFORNIA	310,000
COLORADO	10,700
CONNECTICUT	7,200
DELAWARE	300
DISTRICT OF COLUMBIA	1,700 b/
FLORIDA	13,100
GEORGIA	10,100
HAWAII	6,700
IDAHO	1,700
ILLINOIS	26,000
INDIANA	4,000
IOWA	9,000
KANSAS	10,200
KENTUCKY	2,400
LOUISIANA	14,300
MAINE	1,800
MARYLAND	9,500
MASSACHUSETTS	23,700
MICHIGAN	10,600
MINNESOTA	24,900
MISSISSIPPI	1,900
MISSOURI	7,200
MONTANA	800
NEBRASKA	2,100
NEVADA	2,100
NEW HAMPSHIRE	800
NEW JERSEY	7,000
NEW MEXICO	2,000
NEW YORK	29,600
NORTH CAROLINA	5,400
NORTH DAKOTA	900
OHIO	10,600
OKLAHOMA	8,800
OREGON	17,800
PENNSYLVANIA	26,200
RHODE ISLAND	6,000
SOUTH CAROLINA	2,100
SOUTH DAKOTA	1,000
TENNESSEE	5,[illegible]
TEXAS	58,[illegible]
UTAH	8,300
VERMONT	600
VIRGINIA	21,400
WASHINGTON	35,500
WEST VIRGINIA	400
WISCONSIN	10,300
WYOMING	200
GUAM	300
OTHER TERRITORIES	c/
TOTAL	782,700

a/ Adjustments for secondary migration were last incorporated into these estimates as of September 30, 1985. All totals rounded to the nearest hundred.

b/ Annual figures for the District of Columbia are overstated because they are based on the address of the sponsoring organization. Most of those persons are thought to settle directly in nearby Maryland or Virginia.

c/ Fewer than 100.

Source: Office of Refugee Resettlement/U.S. Department of Health and Human Services

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RESETTLEMENT HOPES FADE FOR CAMBODIANS IN THAILAND

Refugee processing for Cambodians in Thailand is drawing to a virtual close, according to public statements and the written testimony and correspondence of Immigration and Naturalization Service (INS) and State Department officials. With the exception of about 4,300 persons at Thailand's Khao I Dang camp, no further U.S. resettlement processing of Cambodian refugees is planned, government officials say.

For some 250,000 Cambodians along the Thai border, and the 15,000 Cambodians at Khao I Dang already rejected for refugee resettlement, the U.S. government is promoting a "two-track" family reunification plan involving a reliance on normal immigration channels and a highly selective, case-by-case use of humanitarian parole (see box on page 6). Since the plan was implemented last October, less than 20 Cambodians have entered the United States under its provisions--13 as immigrants and no more than six as humanitarian parolees, according to government officials.

Momentum for a shift from refugee to immigrant processing for Cambodians has been building within Congress and the administration over the last several months. Secretary of State George P. Shultz first announced the plan last September in testimony before the Senate Subcommittee on Immigration and Refugee Policy. The Indochinese Refugee Panel, known as the Ray panel, in its spring report, recommended that refugee processing be phased out and replaced by normal immigration over a two-year period. And on June 20, at the mid-year refugee consultation with the same Senate refugee subcommittee (see related article), James Purcell, director of the Bureau for Refugee Programs, and Alan Nelson, commissioner of INS, verified the government's commitment to the "family reunification plan" already in place.

Refugee Processing Winds Down "Refugee admissions processing for resettlement in third countries is not the appropriate solution for the Khmer on the border," Purcell said in written testimony for the Senate consultation. And, in a letter obtained from a source close to Cambodian refugee resettlement, Nelson wrote, "Refugee processing from among the Khmer population

IN THIS ISSUE:

U.S. resettlement of Cambodian refugees is drawing to a virtual close, according to government officials. This month's issue, which reviews the shift from refugee resettlement toward immigration channels, has been expanded to include important information about immigration options for Southeast Asians............1

- Update................9
- Recent Developments

Senate mid-year consultation discusses changes in U.S. refugee program; Ethiopian refugee situation updated..13

- Projects and Programs

Utility company introduces electrical safety to Asian newcomers..................15

- Resources

African refugee conditions are highlighted............17

- Statistics

FY 86 Refugee Arrivals by State of Resettlement and Country of Origin as of April 30, 1986.............20

is...broadly recognized as an inappropriate policy response. This determination, which is based on foreign policy as well as practical humanitarian grounds, has recently been endorsed by the Indochinese Refugee Panel."

The only group of Cambodians in Thailand that the United States plans to process for resettlement will be the "family card holders" at Khao I Dang, Purcell said at the Senate consultation. For Cambodians along the border, no refugee processing is being considered. Family card holders are Cambodians who arrived in Khao I Dang after February 1983 and before August 1984. There are 4,294 family card holders at Khao I Dang, according to the UN High Commissioner for Refugees (UNHCR).

Thailand had not allowed this group to register as refugees with UNHCR nor to be processed for resettlement. However, Purcell said the family card holders were made available by the Thai government for processing on June 13, in an announcement by Squadron Leader Prasong Sunsiri, head of the Thai National Security Council.

Khao I Dang to Close by Year's End At the same meeting, according to Purcell, Prasong also said that Khao I Dang would be closed by year's end.

The State Department has confirmed that the United States will process only those family card holders in the first five of six refugee priority categories (P1-P5).

Purcell said the United States has no plans to process the 7,200 "ration card holders," those Cambodians who arrived at Khao I Dang after August 1984 and who are now at Site 7 (Bang Pu). Thailand has not made them available for processing.

All others at Khao I Dang, about 15,000, have previously been rejected for resettlement by the United States. INS and the State Department reviewed 631 of the rejected cases last November, Purcell said, and 59 rejections were reversed. No further reviews are planned, as was made clear during an exchange between Sen. Alan K. Simpson (R-Wyo.) and Nelson at the Senate consultation.

Simpson asked Nelson, "Is there not a point we say, 'How many times do we review and review'?" Nelson said, "Nearly 90 percent of all Khmer applicants for U.S. resettlement have been approved, one of the highest overall approval rates for any nationality group." In regard to the review process, he said, "We've been more than generous, fair, thorough and accurate. Now we think enough is enough. We won't review for the sake of review, or, as some want, to take them all." He said that if new evidence is presented, individual cases would be reviewed.

Simpson added, "We have an awfully good track record." But, he continued, "Those who complain identify individuals they want here. Some are magnificent, some self-serving. Then they crank up the mail. The pleaders cause pain and anguish by continuing to stir the pot when everyone in this room knows the extraordinarily compassionate and humane job we've done."

Use of Immigration Channels Proceeds Slowly The family reunification plan implemented by the United States relies on normal immigration channels and selective use of humanitarian parole. According to U.S. government officials, Cambodians in the United States with relatives in Thailand may either file immigrant visa (IV) petitions on behalf of certain of their relatives, or, under limited conditions, request humanitarian parole on their behalf. Thus far, however, these mechanisms have failed to move many Cambodians out of Khao I Dang, away from the border, or into the United States, according to information available from INS and the State Department.

Purcell told the Senate subcommittee that the total number of Cambodians with approved immigrant visa petitions as of June 20 was 553. Site 2 had 114 approved immigrant visa petitions, while 344 were at Khao I Dang, and 95 were at "other locations," mainly border sites. Of the total, 208 were current and 345 were noncurrent (see box on page 4). Forty-five of the current visa petitions were at Site 2, and 108 were at Khao I Dang.

Before visas can be issued, beneficiaries of current approved petitions must be interviewed by consular officials. Of the 45 with current visa petitions at Site 2, 32 had been interviewed, and 21 of those were issued visas between October 1985 and June 1986, according to U.S. officials. Thirteen have entered the United States, while eight others remain in Thailand. Eleven were deferred for more investigation.

No U.S. processing for refugee resettlement is planned for Cambodians along the Thai-Cambodian border. These Cambodians at Site 6, four kilometers from the border, fled after shelling on May 30 killed 11, including 2 children.

Sara Colm

None were approved at Khao I Dang because the camp was not made available to U.S. interviewers until June 13, Purcell said.

More Cambodians at Khao I Dang and along the border may be eligible to have immigrant visa petitions filed on their behalf. UNHCR has identified 2,459 Cambodians at Khao I Dang with close family ties to persons in the United States. Many of these may be part of the larger group of 15,000 at the camp already rejected for resettlement by the United States as refugees, according to UNHCR.

U.S. officials do not dispute that the immigration component of the family reunification plan has not reunified many Cambodian families. In a letter of June 24 to the U.S. Committee for Refugees, Delia B. Combs, INS assistant commissioner for the Refugee, Asylum and Parole office, wrote, "We agree that the number of immigrants visas and the use of humanitarian parole to achieve family reunification has been low, but they are now on the increase."

Policy Includes Use of Humanitarian Parole

In September 1985, in testimony before the Senate refugee subcommittee, Shultz announced that humanitarian parole would be made available to border Cambodians on a limited basis. This parole, which is given at the discretion of the attorney general, had been, prior to the Refugee Act of 1980, the principal legal vehicle for bringing refugees to the United States. In May, INS issued guidance concerning the use of humanitarian parole for border Cambodians, which was sent to voluntary agencies.

According to the guidance, requests for humanitarian parole may be filed by sponsoring relatives, attorneys, congressmen, or other individuals or organizations. Requests must include such basic information as the name, age, and presumed location of each prospective parolee, as well as an affidavit of support for all persons for whom parole is requested (see box on page 6 for details). In addition, for all persons for whom parole is requested, the requester

INTRODUCTION TO U.S. IMMIGRATION CHANNELS TO BE USED IN FAMILY REUNIFICATION PLAN FOR CAMBODIANS

The following information is meant to acquaint readers with the basic immigration channels that form the government's family reunification plan for Cambodians. Other documents, in addition to those mentioned below, must be filed, and other steps must be followed, in order to make a complete claim on behalf of a relative overseas. To determine the forms and documents that apply to a particular case, contact the INS district office nearest you.

Persons in the United States who are refugees, political asylees, permanent resident aliens, or citizens, can petition the government to have certain family members join them. Depending on an individual's immigration status, and his or her relationship with the relative abroad, certain immigration channels apply.

The Immigrant Visa (Filing Form I-130)

The basic immigration mechanism for family reunification under the government's plan is the immigrant visa petition, which is filed using form I-130. This form is called "Petition to Classify Status of Alien Relative for Issuance of Immigrant Visa." The person filing the petition is called the "petitioner," and the person for whom it is being filed is called the "beneficiary."

All United States citizens, regardless of age, may file a form I-130 petition on behalf of a spouse or children, regardless of the children's age or marital status. U.S. citizens 21 years old may, in addition to a spouse and children, petition on behalf of parents, brothers, or sisters.

Lawful permanent resident aliens may file a form I-130 petition on behalf of a spouse or unmarried child regardless of age, but not on behalf of parents, brothers, or sisters. Permanent resident aliens who are married to United States citizens should contact INS regarding petitioning for unmarried children.

Visas 93 (Filing Form I-730)

Permanent resident aliens originally admitted to the United States as refugees, and persons admitted as refugees to the United States who have not yet adjusted to permanent resident alien status, can submit Visa 93 requests on behalf of spouses and minor, unmarried children, but not on behalf of other family members. Form I-730 is used to request a Visa 93. These forms should be available at INS district and regional offices.

Humanitarian Parole

Humanitarian parole, according to INS guidance to its field officers, is available on a "limited basis" to those "closely related to or wholly dependent on" persons who are the beneficiaries of immigrant visa petitions and Visas 93 and to those with approved noncurrent immigrant visa petitions (see box on page 6).

Quotas, Preferences, and The Immigrant Visa Petition

The availability of immigrant visas is limited in several ways by provisions of the Immigration and Nationality Act (INA). The INA sets an annual limit of 270,000 immigrants for all "preference" and "nonpreference" classes, and allows that no more than 20,000 immigrants be from any one country in a given fiscal year.

Further, the INA provides that visas be given to applicants in order of preference. Each preference is allotted a percentage of the overall annual limit.

There are six preferences and a nonpreference class. First preference applies to the unmarried sons and daughters of U.S. citizens. It receives 20 percent of the overall annual limit per fiscal year.

Second preference applies to the spouses and unmarried sons and daughters of aliens lawfully admitted for permanent residence. It receives 26 percent.

Third preference, which applies to professionals or those with demonstrated talent in arts or sciences, receives 10 percent.

Fourth preference applies to the married sons and daughters of U.S. citizens. It receives 10 percent.

Fifth preference, the siblings of U.S. citizens, receives 24 percent.

Sixth preference applies to skilled and unskilled workers in short supply in the United States. It receives 10 percent.

Nonpreference applies to all other immigrants.

These preference quotas do not apply to "immediate relatives," who are defined as spouses, parents, and children of U.S. citizens 21 years old. There are also no immigration quotas for those approved for admission to the United States under Visas 93, but their admissions are subtracted from the annual refugee ceiling totals.

Approved visa petitions are either "current" or "noncurrent." A current visa petition is one for which a visa "number" is available. Numbers are made available for each preference based on the quota described above. When a preference quota has been reached, or oversubscribed, no new numbers are available. Approved visa petitions that fall within an oversubscribed preference are called noncurrent because a number is not currently available.

If no numbers are available in a preference, then approved petitions in that preference must wait. Each month, as they become available, new numbers are allotted to approved petitions based on the date the petition was filed and the country of origin of the beneficiary. In preferences 3 and 6, numbers are allotted based on the date of certification by the Department of Labor.

Below is the July list of visa availabilities by preference for Cambodians, according to the State Department's visa office.

1st preference--current;
2nd preference--May 15, 1985;
3rd preference--January 1, 1986;
4th preference--current;
5th preference--August 22, 1981;
6th preference--June 1, 1984;
Nonpreference---Unavailable

Cambodian permanent resident aliens admitted to the United States as refugees, or those still with refugee status, who have spouses or children abroad, should consider filing a Visa 93 request on behalf of those relatives (form I-730). Spouses and children of such persons fall within the second preference, and visa numbers for that preference will probably not be available for 14 months. Relatives granted Visas 93 should be able to join their families in the United States promptly.

INS has said that those at Khao I Dang who have been denied refugee benefits because of failure to meet the definition of a refugee may still have immigrant petitions filed on their behalf. Persons at Khao I Dang who were denied refugee benefits because of perceived Khmer Rouge associations, may also have immigrant visa petitions filed on their behalf. Each petition will require a security advisory opinion from the consular officer in Bangkok to the State Department's visa office.

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must indicate how and by whom medical care, housing, transportation, food, and other subsistence needs will be met. The request must finally include the "emergent reason" why parole should be granted.

Conflicting views apparently exist within INS concerning the definition of "emergent reason" criteria in border Cambodian cases. "We have said that the border situation is distinguishable enough to qualify as an emergent reason," one source said. But according to another, "Being at Site 2 doesn't qualify as an emergent reason." Generally, in humanitarian parole cases, the criteria to establish that an emergent reason exists have been limited to medical conditions, INS sources said.

According to the May guidance, letters requesting humanitarian parole should be sent to INS in Washington. Requests which meet the criteria are forwarded to Bangkok, where consular officers locate and

Editor's note: The following is the verbatim text of the INS May guidance on humanitarian parole. It remains to be seen whether or not many Cambodians will, in fact, benefit from humanitarian parole. Since October 1985, only six Cambodian cases have been approved for humanitarian parole.

REQUESTING HUMANITARIAN PAROLE FOR "BORDER KHMER"

INTRODUCTION

As announced by the Secretary of State on September 28, 1985, the Administration intends to make available on a limited basis humanitarian parole for qualifying persons who are among the so-called "Border Khmer" population. This paper outlines the procedures to be followed and requirements to be met by prospective sponsors who intend to request humanitarian parole admission to the United States for persons among the "Border Khmer" population, as well as persons residing at Khao I Dang.

SECTION 212 (d)(5) PAROLE BACKGROUND

Section 212(d)(5) of the Immigration and Nationality Act (as amended) provides that the Attorney General may in his discretion parole into the United States temporarily under such conditions as he may prescribe "for emergent reasons or reasons deemed strictly in the public interest" any alien applying for temporary admission to the United States. Under this authority the Immigration and Naturalization Service has entertained, and will continue to entertain requests for humanitarian parole on behalf of Cambodian nationals among the so-called "Border Khmer".

Importantly, the Attorney General's parole authority is discretionary; and parole is not utilized when other means of lawful entry are available. Since passage of the Refugee Act of 1980, for example, the use of humanitarian parole for refugees is specifically barred except when it has been determined to be in the public interest by both the Administration and Congress.

Further, parole is a much more restrictive and limited benefit than is refugee or normal immigrant visa admission to the United States. For example persons paroled into the United States: (a) are not eligible for many standard refugee resettlement assistance programs and services (e.g. refugee cash and medical assistance); (b) absent other qualifying factors, or special legislation, parolees are not able to adjust their immigration status; (c) parolees require prior authorization to work; and (d) parole carries higher sponsorship assurance requirements than does refugee admission.

Finally, it is important to note that applications for asylum from persons paroled under this program will not be viewed favorably. The determination concerning the admission of refugees is a specific authority which requires congressional consultation. This progam is not intended to set up a refugee admission vehicle which avoids this consultation process.

WHO MAY REQUEST

A request for humanitarian parole may be submitted by a sponsoring relative, an attorney, Representative or Senator or other interested individual or organization, such as a national voluntary agency (VOLAG). What is important is that the information furnished be factual, specific, and complete. Requests that are not complete will be returned or deferred until the complete information needed to make a determination is supplied. Requests that contain misrepresentation or false statements may be treated prejudicially.

PROCEDURE AND REQUIRED INFORMATION

1. A letter requesting humanitarian parole for a person or persons (if a family unit is involved) must be submitted to: Ms. Delia B. Combs, Assistant Commissioner, Refugee, Asylum and Parole, Immigration and Naturalization Service, Rm. 7222, 425 I St., N.W., Washington, D.C. 20536.

2. The letter request must provide, for each prospective parolee the following information:

   a. name;
   b. date and place of birth;
   c. case number, camp registration number, or other identifying information, if known;
   d. current location (as specific as possible);
   e. relationship to sponsor (with whatever documentaion of same can be provided);
   f. current address and immigration status of sponsor;
   g. how and by whom medical care, housing, transportation, food and other subsistence needs will be met;
   h. an affidavit of support covering all persons for whom parole is requested;
   i. a copy of approved visa petition form, if applicable; and
   j. statement of emergent reason why parole should be granted.

3. Each request will be reviewed against file information in Thailand by the INS Bangkok office. A recommendation will be solicited in each case from the District Director, INS Bangkok. Interviews of prospective beneficaries may also be conducted, as appropriate.

4. The party requesting humanitarian parole will be notified in writing of the decision in each case.

DETERMINATION FACTORS

Requests will be reviewed and decided using the same criteria of "emergent reasons" as are applied in other humanitarian parole request determinations. However, for policy reasons, the INS has determined that cases involving persons who are closely related to and wholly dependent on beneficiaries of immigrant visa petitions and Visas 93 requests will, absent derogatory factors, be viewed sympathetically. Additionally, INS will view sympathetically cases involving persons who are beneficiaries of approved non-current immigrant visa petitions, absent the presence of derogatory factors.

The following are illustrative of the factors that will be considered in these and other cases:

(1) the relationship of the prospective beneficiary (ies) to the sponsoring party;
(2) subsequent status adjustment opportunities of prospective beneficiaries;
(3) the adequacy of sponsorship assurances;
(4) the existence of adverse information pertaining to prospective beneficiaries;
(5) the existence of other grounds of excludability under Section 212(a) of the Immigration and Nationality Act;
(6) the nature of the "emergent reason" including whether suitable treatment of any health condition is available locally; and,
(7) vulnerability or hardship experienced or expected to be encountered by the prospective beneficiary by virtue of age, physical impairment, and related factors in his/her present environment.

U.S. Department of Justice
Immigration and Naturalization Service
Central Office
Refugee, Asylum and Parole
Washington, D.C. 20536

interview prospective parolees. If there are no derogatory factors, such as a fraudulent family tie, consular officers may clear a parolee for movement to the United States. It may be necessary to "break up families" in order to move a parolee from Thailand to the United States, this source said.

Few Parole Requests Filed or Approved

Since October 1, 1985, 47 requests for humanitarian parole have been received, according to INS. Six have been approved. Of the approved cases, one was located at Site 2, one at Khao I Dang, one at a detention center in Bangkok, one in Cambodia, one at another border site, and one at an unknown location. It is not known whether any of the six approved cases have arrived in the United States, according to INS.

Included among those denied requests was the case of Yim Chann, 67. Yim Chann has been separated from her son and his family since 1978 when the son fled Cambodia for Thailand. After four years in Khao I Dang, he and his family were resettled in the United States and placed in Pennsylvania, where they are now self-sufficient. A permanent resident alien, the son will be eligible to naturalize next year. As a citizen, he could then file an I-130 form on his mother's behalf.

Meanwhile, in Cambodia, Yim Chann lost her husband to starvation while he was imprisoned by the Khmer Rouge. The Khmer Rouge took her farm and her animals and burned down her house. She survived the Vietnamese invasion and escaped alone from Battambang Province to Bang Pu camp in Thailand in 1985. Later, she moved to Site 2.

She became ill, and was hospitalized for several weeks, according to a family spokesman.

Requests for humanitarian parole were filed on her behalf by Rep. Peter H. Kostmayer (D-Pa.) and Sen. John Heinz (R-Pa.) in October 1985.

On March 14, 1986, Kostmayer received a reply from INS which said, "While there are sympathetic factors in this case, the request is denied. The rationale for this decision is that the 'emergent reason' criteria is not met in that the applicant is reportedly in good health, is not at risk of repatriation, and is not distinguishable from many thousands of other persons with the Khmer border population who also have relatives in the United States, who in time, may petition for their admission." Yim Chann waits at the border. A family spokesman said the family has reapplied for humanitarian parole on her behalf.

Voluntary Agencies Propose Alternatives to U.S. Plan. Eleven voluntary agencies, dissatisfied with the government's reunification program, are endorsing a new proposal for family reunification and have submitted it to Congress, the administration, INS, and the State Department. According to Mark Franken of Migration and Refugee Services of the U.S. Catholic Conference, the proposal suggests four tracks for reuniting such families.

The first track is the processing of relative immigrant visa petitions--those filed by citizens on behalf of their spouses, children, siblings and/or parents, and those filed by permanent resident aliens on behalf of spouses and/or unmarried sons and daughters. "This is nothing new," Franken said, "It merely involves the implementation of existing laws."

The second is expedited immigrant processing for those with noncurrent visas. Under this scheme, those with noncurrent visas would be allowed into the United States under the attorney general's parole authority as parolees until their visa numbers became current.

At the Senate consultation, Sen. Edward M. Kennedy (D-Mass.) said, "Individuals with family ties are given visas, but have to remain in camps for a long time, often in some danger." Kennedy asked Purcell why they couldn't be paroled in ahead of time, then subtract their number the year their visas would have become current.

Purcell replied that guidance had to be issued to the field and that it took time to do it correctly, but that "there is no effort to delay."

Kennedy responded, "It's troublesome that it takes weeks to implement it. It's a pretty simple and fundamental recommendation."

The third track is refugee processing for those in refugee processing priorities 3 or 5, including those whose relatives are not yet able to file relative immigrant visas petitions (form I-130).

The fourth would be humanitarian parole for those left out of the first three tracks, namely, dependent relatives or sole surviving relatives of persons already accepted by or resettled in the United States. These persons would be eligible for humanitarian parole as a class, though their cases would still be reviewed individually.

Though the voluntary agencies hope to enlist the support of Congress for the proposal, INS has already responded, suggesting, according to sources, that the recommendations in the proposal are already included in the government's current reunification plan.

Future of International Response Uncertain

Despite the U.S. government's call for

"broad-based burden-sharing through the active participation of other countries," spokesmen for the nations most involved in large-scale resettlement of Cambodians in the past said that their countries expect to resettle few Cambodians, either as refugees or immigrants, in the coming months.

Other than the United States, the nations of Australia, Canada, France and New Zealand have been most involved over the years in resettling Southeast Asian refugees, according to UNHCR. The percentage of Southeast Asians resettled by each country during the first quarter of 1986, reflected trends of the past two to three years. The United States resettled 78.5 percent of all Southeast Asians, Canada 10 percent, Australia 6.5 percent, France 3.2 percent, and New Zealand 0.8 percent, according to UNHCR.

An Australian embassy spokesman said his government will process Khao I Dang's family card holders "according to processing availablity and sponsorships." Normal immigrant processing is planned for the ration card holders and the border population.

William Lundy of the Canadian embassy said that Canada will process as refugees those family card holders at Khao I Dang for whom there are sponsors. He said there are 400-500 sponsors thus far.

According to a French embassy official, the French do not have a quota for any refugee group. He said France has been admitting 50 Cambodians and 50 Laotians per month this year.

U.S. Officials Reportedly Discourage Dutch Processing Team Some U.S. embassy officials in Thailand may be acting contrary to the announced U.S. position of asking other nations to share the burden of Cambodian refugee resettlement. According to an unconfirmed report, a selection team from the Netherlands was sent to Thailand in late February 1986 to interview "long-staying" Cambodian cases at Khao I Dang.

Though generally impressed by the interviewees, the Dutch team failed by about 20 persons to fill its quota. The team planned to accept 60 persons. Sources said that after a briefing by U.S. officials, the Dutch team became concerned that some interviewees may have been associated with the Khmer Rouge. A spokesman for the Dutch Ministry of Foreign Affairs could neither confirm nor deny the report. He said the team was sent at the request of UNHCR.

U.S. officials have stated that any long-term solution to the displacement of Cambodians in Thailand must include the participation of other nations in resettlement and in developing a "durable solution" to Cambodia's political situation.

For the majority of Cambodians in Thailand, repatriation is the desired durable solution, according to Purcell. But until, and unless, Vietnam follows through on its announced intention to withdraw its forces from Cambodia by 1990, the United States will continue to provide maintenance assistance to border relief operations, he said.

Meanwhile, Purcell said, the United States will attempt to "urge High Commissioner Hocké to set up a framework, including other countries," for other long-term solutions to the problem, "including sharing-out."

Simpson, though, said at the Senate consultation, "It will be difficult to induce other countries to help. It's never ending. There's got to be some kind of finality to the program."

Update

° In a unanimous vote, June 11, the House of Representatives passed an amendment to a major housing bill permitting undocumented aliens to continue to live in public housing projects if at least one member of the family is an American citizen or legal resident. The vote was interpreted by the *New York Times*, June 11, as an attempt at "blunting the impact" of the new Reagan administration policy to bar HUD subsidized housing from undocumented aliens (see *Refugee Reports*, Vol. VII, No. 5). The bill, H.R. 1, the Housing Act of 1985, passed the House on June 12. It is now on the Senate calendar.

° Regular troops of the Lao army attacked and burned the village of Huay Pong, 7 to 10 kilometers inside Thailand, on June 14, killing 35 Lao and wounding 15 to 18 others, according to the U.S. State Department and the Thai embassy. The Thai embassy said that 18 children were among the dead. The most seriously wounded were evacuated to

Chiang Kham, the State Department said. Huay Pong is located near Chiang Kham, site of a Hmong refugee camp, in the northern Thai province of Phayao.

According to the State Department, the camp was inhabited by 140 Lao who crossed into Thailand within the last two months. The Thai embassy said the Lao were "illegal immigrants." The State Department said that it was not clear if the Lao were resistance fighters and their families, Lao army deserters, or some other group.

Before the village burned down, 89 people escaped to the protection of Thai authorities, the Thai embassy said.

° The Office of Refugee Resettlement (ORR) closed its Region VI office in Dallas on June 30. ORR Region VI is now consolidated with regions VII and VIII. The director for the three consolidated regions, Edwin LaPedis, will be responsible for 15 states and will operate out of Denver. An ORR source in Washington, D.C. said that the consolidation was both a response to Gramm/Rudman/Hollings budget cuts and an effort to utilize staff resources to focus better on states with large refugee populations.

ORR Regions III and IV, representing the Southeastern and Mid-Atlantic states, were consolidated last year. A decision whether to consolidate ORR regions IX and X, representing the West and Northwest, will not be made until next year, according to the ORR source.

° Aliens free on bond during deportation proceedings will be permitted to work, according to the ruling of a federal appeals court in San Francisco. A three-judge panel of the Ninth U.S. Circuit Court of Appeals ruled that INS cannot restrict employment of aliens free on bond while awaiting asylum and deportation hearings, according to a June 15 report in the Washington Post. Restrictions on bond are limited to "conditions which tend to ensure the alien's appearance at future deportation proceedings," wrote U.S. District Court Judge Gus Solomon.

° The Tucson sanctuary trial drew to a close July 1 and 2 when eight church workers convicted of transporting and harboring undocumented aliens were given sentences ranging from three to five years' probation. Three others were acquitted. Under the terms of the probation, the eight are not permitted to break immigration laws and must get their probation officer's permission before traveling outside Arizona. An earlier condition that they not associate with others involved in the sanctuary movement was dropped, according to news reports.

° A group of displaced people from El Salvador will be relocated in Argentina, according to a joint announcement by Presidents Jose Napoleon Duarte of El Salvador and Raul Alfonsin of Argentina. The relocation effort was developed by the International Labor Office and the Intergorvernmental Committee for Migration (ICM), according to a May 23 ICM press release. Approximately 400 Salvadoran and Argentine farm families will be resettled together in the rural northeast of Argentina, where they are expected to grow coffee and sugar cane.

° The Rodino-Mazzoli Immigration Reform Bill (H.R. 3810) passed an important hurdle June 25 when the House Judiciary Committee completed its mark-up of the bill. Other House committees, such as Ways and Means, Agriculture, and Labor and Education may still consider the bill.

At the mark-up, H.R. 3810 was amended to grant permanent resident status to "special agricultural workers" who worked in American agriculture for at least 60 days during the year ending May 1, 1986. A second part of the amendment revised the provisions for H-2 temporary nonimmigrant visas for agricultural workers. The amendment, introduced by Charles E. Schumer (D-N.Y.) and Howard L. Berman (D-Cal.), also allows for granting additional numbers of agricultural workers permanent resident status in three years if there is a shortage of agricultural workers.

Another amendment, introduced by Rep. Patrick L. Swindall (R-Ga.), was passed requiring INS to report to Congress 90 days after enactment of the bill with a proposal for controlling U.S. borders.

Rep. Barney Frank (D-Mass.) introduced an amendment which would grant a temporary stay of detention and deportation for Salvadorans and Nicaraguans currently in the United States. Frank withdrew the amendment upon assurances from Judiciary Committee Chairman Peter W. Rodino, Jr. (D-N.J.) that the committee would act promptly on a bill, H.R. 822, introduced by Rep. Joseph Moakley (D-Mass.) with similar provisions on behalf of Salvadorans. Rodino said that he would allow an amendment on Nicaraguans to be considered for that bill.

° Deferred departure for otherwise deportable Polish nationals residing in the United States since before July 21, 1984 has been extended to December 30, 1986, INS announced June 18. Polish nationals in the United States have been granted extended voluntary departure (EVD) since 1981.

Recent Developments

SENATE HOLDS MID-YEAR HEARING ON U.S. REFUGEE PROGRAM

In the first mid-year consultation on the U.S. refugee program ever to be held, representatives of the Department of State's Bureau for Refugee Programs (BRP), the Immigration and Naturalization Service (INS), and the Office of Refugee Resettlement (ORR) in the Department of Health and Human Services testified before the Senate Subcommittee on Immigration and Refugee Policy, June 20.

The U.S. refugee program is at a crossroads, James N. Purcell, Jr., BRP director, told the Senate subcommittee. He said that available funds are not adequate for the United States to address the serious needs of refugees throughout the world. This turning point marks "a need to move from almost exclusive reliance on refugee resettlement in the program to a more balanced use of refugee and normal immigration mechanisms," Purcell said.

He said that "life preservation" would be the primary criterion for disbursement of BRP's FY 86 budget of $324 million.

He referred specifically to budget shortfalls for the International Committee of the Red Cross (ICRC) in Africa and the UN High Commissioner for Refugees (UNHCR) in Southeast Asia as compelling cases where U.S. money was needed to save refugee lives.

Greater emphasis on assistance for refugees overseas, however, means larger cuts in the number of refugees to be admitted for resettlement in the United States. In written testimony to the subcommittee, Purcell said, "In order to meet these highest priority needs,...we have no alternative but to apply even greater cuts in proposed funding for FY 86 admissions--and thus in the numbers to be admitted--beyond those mandated by the Balanced Budget and Emergency Deficit Reduction Act of 1985 [Gramm/Rudman/Hollings]."

Purcell announced that the United States will not be able to utilize the 67,000 admissions ceiling for FY 86. Instead, he gave "a reasonably firm estimate" of about 61,000.

Funding for FY 87 programs, Purcell said, could become even more limited if proposed congressional budget resolutions are enacted into law. He noted that the administration's budget request of $22.6 billion for the international affairs budget has been reduced to $17.9 billion in the Senate's version and $17 billion in the House's.

Simpson Probes Southeast Asian Processing

The letter from Sen. Alan K. Simpson (R-Wyo.) inviting the administration to consult with Congress asked for a response to the report of his trip to the region, "U.S. Refugee Program in Southeast Asia: 1985," in which he had suggested greater reliance on immigration of Southeast Asians, as opposed to refugee processing.

At the hearing, Simpson called the refugee situation in Southeast Asia a "never-ending story," and commented that discussion on creating a two-track system for admitting Southeast Asians as immigrants as well as refugees was "magnificent rambling" with few results.

Purcell, noting the findings of the Indochinese Refugee Panel headed by former Iowa Governor Robert D. Ray (see Refugee Reports, Vol. VII, No. 5), said that the United States should continue to process Southeast Asian refugees according to present admission priorities, but that if they can qualify for normal immigration, they should apply for visas (see story on Cambodian processing).

Purcell told Simpson that there has been no deliberate effort to delay immigration processing, but that there have been problems in gaining access to the camps to conduct interviews, as well as "substantial problems in documentation." Purcell noted cases of fraud, especially where petitioners are found not really to have relatives in the United States.

Simpson suggested that screening of the border Cambodian population to identify those eligible for the immigration program could create a "magnet effect." Purcell agreed, saying, "The initiative should be taken by the petitioner as in other immigration visas."

Worldwide Refugee Situation Reviewed In response to questioning from Simpson, Purcell reviewed major developments in the worldwide refugee situation since the previous consultation in September. Of an estimated 10 million refugees worldwide, Purcell said that about 200,000 were in need of third country resettlement. He mentioned members of the Baha'i faith in Iran, political prisoners, and some of the Southeast Asian refugee population. He noted that UNHCR soon will conduct an exhaustive review of durable solutions for Southeast Asian refugees.

Regional ceilings for refugee admissions to the United States will be affected by overseas developments, according to Purcell. Following the overthrow of Jaafar Nimeiry as president of the Sudan, the new regime's moratorium on refugee movements caused a suspension of U.S. refugee processing. The suspension has continued because of the continuing security situation and the withdrawal of U.S. personnel. Characterizing the situation as "still serious," Purcell said that the United States may not be able to meet the regional ceiling for Africa. If the 950 refugees already approved by INS can be moved, Purcell said that the United States could achieve the 1,750 regional ceiling that was revised from an original 3,000.

The suspension of the U.S.-Cuba migration accord leaves U.S. admissions from the Latin American region well below the revised ceiling of 250 (down from an original FY 86 ceiling of 3,000). As of April 30, 21 refugees have been admitted under the regional ceiling and Purcell's testimony noted that "admissions for the year may well stay below 100 persons."

The Soviet Union still allows "only a trickle" of Jews to leave the country, Purcell said. Although only 511 Soviet Jews were admitted by the end of April, admissions from other Eastern European countries should fulfill the regional ceiling of 9,500.

The United States also expects to meet the 6,000 person ceiling for the Near East/South Asia. Most refugees processed from the region are Afghan or Iranian.

Purcell stated that admissions for the East Asia/First Asylum category would be close to the reduced ceiling of 35,000. These admissions would draw from refugees already in the refugee processing centers (RPCs).

Purcell said that the Orderly Departure Program (ODP) from Vietnam "has almost ground to a halt" and that the ODP interviewers had been expelled from the country. Admissions under the Orderly Departure Program are likely, however, to reach the 8,500 ceiling, according to Purcell.

INS Commissioner Says Refugee Processing Categories Should be More Restrictive

Current processing categories for refugee admissions to the United States should be revised, testified Alan C. Nelson, commissioner of the Immigration and Naturalization Service (INS).

Referring specifically to the Southeast Asian situation, Nelson said, "the population reaching first asylum countries is increasingly comprised of persons seeking family reunification and quality of life improvement rather than of persons actually fleeing persecution or the fear of persecution."

Nelson said that INS is now considering draft guidelines for "substantially revised categories of groups from the refugee generating countries of Southeast Asia." The proposed new categories, he said, "are more restrictive in reach than those currently in effect." He added that the draft guidelines are of demonstrated practical value and are needed to continue processing in Southeast Asia. "We are committed," Nelson said, "to a course of action that will give greater emphasis to normal immigrant visa processing of such cases [i.e., family reunification], absent the presence of a bona fide claim to genuine refugee status."

Increasing Percentages of Refugees Rely on Public Assistance More than half of the refugees who have been in the United States less than three years are receiving public assistance, according to Phillip N. Hawkes, deputy administrator of the Family Support Administration of the Department of Health and Human Services.

In written testimony on behalf of the Office of Refugee Resettlement, Hawkes said that the high percentage of dependency on public assistance was "the single largest problem in the domestic refugee program."

Hawkes said that welfare dependency rates have been increasing by about a percentage point every year. The range in dependency rates--from 4 percent in some states to 90 percent in others--suggests, he said, that "something is wrong with the program."

Hawkes said that serving refugees through mainstream welfare programs was not helpful to them. He pointed to a dramatic rise in refugee dependency rates in Massachusetts in the past year from 71 to 80 percent. Hawkes suggested that Southeast Asian refugees' high motivation for education has led many to take advantage of liberalized programs that allow public assistance recipients to leave jobs in order to pursue academic degrees.

Hawkes commented, however, that "long-term training and services were never meant to be part of the special federal refugee resettlement program."

ORR Proposes Changes in Refugee Assistance

Hawkes' written testimony stated that in both the president's FY 87 budget and a draft bill transmitted to Congress, ORR proposed to convert current eligibility for AFDC, Medicaid, SSI, and refugee cash and medical assistance to "a more uniform and equitable eligibility policy."

Hawkes said that it was "too early to tell" whether the two Fish/Wilson demonstration projects to encourage early self-sufficiency have been successful (see Refugee Reports, Vol. VII, No. 4). He said that the first and second quarterly reports from the California demonstration project "are not encouraging," but that he still had "high hopes" for the project.

Because Congress has not passed a new reauthorization for the Refugee Act, ORR currently operates through a legislative mechanism known as a "continuing resolution." Since the authority to make appropriations expired at the end of FY 83, continuing resolutions have funded the program. While funding has continued at previous years' levels, refugee admissions have been declining. Therefore, Hawkes said, "The continuing resolution provides funds well above what actual needs require."

Accordingly, the Gramm/Rudman/Hollings sequestering of 4.3 percent of the FY 86 budget has had no serious effect on the program, according to Hawkes.

As a result of the Gramm/Rudman/Hollings budget reduction, cash and medical assistance funds provided by ORR to the states were limited to a refugee's initial 31 months in the country instead of the previous 36-month period. Refugees did not actually lose benefits as a result of this change, he said. Only the extent of federal payment to the states was affected.

Hawkes proposed that federal funding be further limited to the refugee's first 18 months in the United States. "These policies merely alter the funding source mechanism for refugee cash and medical assistance without changing the level of assistance received by welfare-eligible refugees and entrants," he said.

ETHIOPIA--IS NO NEWS GOOD NEWS?

This article reviews recent events affecting the movement of Ethiopian refugees. It was written by Philip A. Hesser, currently a consultant to the U.S. Committee for Refugees, who has worked in refugee protection and education in Africa and the United States.

In contrast to late 1984, when news of famine captured the attention of the reading and viewing public, Ethiopia has been relatively hidden from the public eye recently. The neglect of the past year is in part understandable since the famine is, to a certain extent, alleviated. Nonetheless, while the worst of the immediate problems of late 1984 have been solved, the long-range questions which have troubled Ethiopia for decades continue to go unanswered.

The two-year critical period of drought and famine has given way to more than a year of favorable developments. The short rains of spring were fair, and the long summer rains are promising, according to officials of the U.S. Department of State and Agency for International Development (AID). Aside from nagging problems of distribution, the food supply, buttressed by international aid, is adequate, according to the UN Office of Emergency Operations in Africa.

Favorable rains and improved relief operations have, in turn, affected the numbers of people displaced by drought and famine. In 1983 and 1984, the drought affected more than 7 million Ethiopians and led to an exodus of more than 300,000 people, mostly from Tigray and Eritrea in the northern part of the country, to eastern Sudan, and more than 100,000 from Harerge in eastern Ethiopia to northern Somalia. In 1985, the spring rains encouraged 55,000 famine victims to leave the Sudan spontaneously to return to their homes in northern Ethiopia, particularly Tigray and Welo. The rains this spring led some 65,000 to do the same thing.

Moreover, the Ethiopian government, citing the problems caused by overzealous local officials, suspended its resettlement and "villagization" programs early this year, discontinuing policies which were alleged to have exacerbated famine conditions and added to the number of displaced people.

Rains Have Come, but Drought Remains a Threat While these signs have given cause for guarded optimism and have moved Ethiopia from the front pages and the evening news, ts recent history stands as a grim reminder of the interminable nature of Ethiopia's problems.

The rains, though much improved in the past year, have been irregular and have far from eliminated the specter of drought. In fact, insufficient rainfall has been the ule rather than the exception in recent memory, creating an almost continuous drought from the early 1970s to the mid-980s. Whether caused by recent man-made environmental change or normal long-range climatic cycles, the 1983-84 drought is merely the latest in a long series mentioned n the country's imperial chronicles and he weather records of the century.

Although the people of the northern and eastern administrative regions most suscepible to drought have developed effective trategies to make ends meet in a bad year, heir traditional safeguards were incapable f resisting the most recent drought. This as due in part to the length of the rought, which, over a period of years, xhausted grazing land and depleted food eserves.

Ethiopian Government Policies Exacerbate Conditions Equally, if not more significant, according to reports published by Cultural Survival, a private U.S. organization, was the role of the Ethiopian government. Its rural and agricultural policies, as well as policies to counter emergencies in a number of areas, undercut safeguards against drought.

In its fight against insurgents in the administrative regions most affected by the drought, particularly in Tigray and Eritrea, the government has allegedly "pacified" areas thought sympathetic to the insurgents by burning crops and killing animals. To carry on its war, the government has been said to handicap areas under its control by raising taxes in money or in kind and conscripting young men who are needed to work in the fields.

In order to combat the famine which it was accused of aggravating, the government stepped up its resettlement and villagization programs, in turn adding to the dislocation and suffering of its people, according to Cultural Survival and Médecins sans Frontières (Doctors without Borders), a private voluntary organization expelled from Ethiopia late in 1985 after announcing that 100,000 people had died as a result of the resettlement program.

In the process of resettling more than 500,000 drought victims from late 1984 to late 1985, the government Relief and Rehabilitation Commission relocated tens of thousands of Tigrayans from areas of insurgency. According to Tigrayan refugees in the Sudan who later escaped the resettlement operation, government agents rounded up thousands of people--singly or in entire villages--subjected them to harrowing journeys in overcrowded trucks and planes, and settled them in already inhabited areas. Often the only food and supplies available at the sites came from the meager resources of the Oromo people of the area, who were obliged to surrender food and tools to support the new arrivals.

In a move to try to promote socialism as an emergency response to the famine crisis in Harerge Administrative Region in the east, the government at the same time moved many families from their isolated farms to new villages, in order to facilitate indoctrination and aid the creation of collective farms.

According to people displaced by these actions who fled to Somalia, government agents forced some farming families to abandon their fields on the eve of the harvest, and, in the process of carrying out their programs, infringed on the rights of Muslims by disrupting prayers and desecrating mosques.

Policies Contribute to Continued Refugee Flows By implementing these programs, the government of Ethiopia has set off additional waves of displaced persons who are only indirect victims of famine. A steady stream of hundreds of resettled people from Tigray and Welo, en route to their homes in northern Ethiopia, has passed through the UNHCR camps in the Sudan since December 1984, one month after the start of the current phase of the resettlement program.

More than 70,000 farmers from Harerge, fleeing villagization and related policies, have arrived in Somalia since December 1985, straining the resources of the Somali government and UNHCR. There have been outbreaks of cholera among this population, the most recent occurring in May at Biyaley, a camp of 26,500 refugees, according to UNHCR.

The fact that displaced people continue to arrive in the Sudan and Somalia suggests the lingering effects of past policies and potential for future disaster. The conflict between the government and insurgents continues, dislocating people in the disputed areas and requiring continued sacrifices from noncombatants. The resettlement and villagization programs, integral parts of the government plan to create a socialist state, are rumored to be resuming before the end of the year. The drought is expected to return sooner or later, once again devastating the strained resources of the people and forcing Ethiopians to seek assistance in relief camps in and outside of Ethiopia.

Developments Offer Hint of Hope Recent unheralded events may prove to be the means to break the chain joining conflict, drought, famine, and flight. Somalia and Ethiopia recently began negotiations which may someday enable 700,000 ethnic Somali and Oromo refugees to return to their former way of life and end a guerrilla struggle which escalated into conventional war between the two nations in 1977.

With regard to other nationalities within the country, one Eritrean insurgent group asked the new Sudanese government in June to mediate in the Eritrean-Ethiopian government conflict. While neither government has yet commented on the request, a hopeful sign can be found in a draft constitution announced by the Ethiopian government in June. The text calls for "autonomous regions," as well as the traditional administrative regions, and may pave the way for self-government discussions with Eritreans, Tigrayans, and others which could someday permit the repatriation of the estimated 850,000 refugees from Sudan.

In the meantime, the news from Ethiopia is limited to an occasional article about the latest refugees or returnees, recent clashes, or calls for negotiations. A quiet wait continues: to see if the rains hold; if the government resumes its resettlement and villagization programs later in the year; if recent negotiations will begin to bear fruit; if the displaced people leaving Ethiopia each day are the last famine victims or the first victims of a lengthy new phase of government abuses.

The dearth of news does not in itself mean good news, but at least it suggests an opportune moment for the people of Ethiopia to look together toward a future free from famine and exile.

Projects and Programs

UTILITY COMPANY BOOKLET INTRODUCES ELECTRICAL SERVICES AND SAFETY TO ASIAN CUSTOMERS

In an effort to provide information about safety and services to customers from Asia, many of them refugees, Puget Sound Power and Light Company of Bellevue, Washington has produced a booklet in four Asian languages and English.

The thirty-one page booklet, which has been in use for three months, contains photographs and text in a story form, explaining electrical safety, billing, and conservation. Information is provided in Vietnamese, Cambodian, Laotian, and Chinese, as well as English.

According to Chris Collier, Puget Power's representative of Special Customer

Programs, a member of the company's customer advisory group who worked with Vietnamese refugees encouraged development of the booklet. Collier also found support for the project among English-as-a-second-language (ESL) teachers who said they spent a great deal of their class time teaching electrical safety.

The format for the booklet was developed by Suzanne Griffin, supervisor in the office of the adult refugee project of Washington's Superintendent of Public Instruction. According to Griffin, it was important to keep the text simple and the illustrations straightforward because of the unique learning difficulties of preliterate refugees, especially Hmong. Originally, the company planned to use drawings, but preliterates, she said, have trouble understanding most drawings, particularly line drawings. "Hmong in camps, who are given a choice of art forms always pick photos because they are close to real life," Griffin said.

Community Assists with Booklet Distribution Collier said the booklet was produced and printed by Puget Sound Power. Most of the expense was incurred in obtaining translations from English into the four Asian languages.

According to Collier, 8-10,000 booklets have been distributed, primarily through-schools, refugee organizations, housing authorities, and voluntary agencies. She said that many ESL programs are making use of the booklet. The Bellevue and Seattle Fire Departments, who assisted with the safety text, also distributed the booklet.

Puget Power serves 559,000 residential customers in nine counties in western Washington state. The total population of the service area is 1.5 million. There are an estimated 35,500 Southeast Asian refugees in Washington state.

Other Utilities Consider Booklet Distribution. Collier has promoted the project with other utilities, and they have begun to respond. She mailed copies to her counterparts at the 400 companies who are members of the Edison Electric Institute, an industry organization. She also advertized in trade publications such as Electric Week.

Three utilities--Southern California Edison, Gulf States Utilities, and Union Electric--indicated an interest in reproducing the booklet, Collier said. However, only Southern California Edison is going ahead with printing and distribution.

Jane Dufrene of Gulf States Utilities, which serves southeast Texas and parts of southern Louisiana, said their research showed there were only 200 Southeast Asian refugee families in their service area. The utiltity serves 500,000 residential customers, Dufrene said. The expense of producing the booklet could not be justified for such a small segment of their customers, she said.

Robert Hackmann, general manager of customer services for Union Electric, which serves 800,000 residential customers in metropolitan St. Louis, eastern Missouri, and small parts of Illinois and Iowa, said his company was considering the cost justification of the booklet. He said he was told by the International Institute in St. Louis that only a few hundred Southeast Asian families live in Union Electric's service area. Union Electric had not yet made a decision, he said, but would probably print 1,200 copies if they decide to proceed.

Southern California Edison is proceeding with an initial printing of 50,000 copies of the booklet, according to Carol Heinz-Dooley, company spokeswoman. Southern California Edison, the second largest electric utility in the nation, serves 3.4 million customers over 50,000 square miles, according to Heinz-Dooley. She said the company has determined that 21 percent of those customers are Asian, with an average of 3.5 persons per household.

The booklet will be distributed by the company's 63 local offices and payment stations.

Gas Company Launches Multilingual Toll-Free Phone Service In a related development, Southern Calfornia Gas is providing a "multilingual service bureau," consisting of five "800" numbers staffed by operators fluent in Korean, Chinese--both Mandarin and Cantonese--and Vietnamese, to assist Asian customers with questions about gas safety, billing, and service, according to Arnie Berghoff, manager of consumer affairs. The company is considering offering the service in Cambodian also, he said.

The service bureau was developed because of numerous accidents and injuries caused by the improper use of gas appliances by Asian newcomers.

The company also provides service personnel fluent in various Asian languages, he added.

Information about the phone numbers has been made available to local Asian communities through churches, community centers, community papers, and local television and radio stations, Berghoff said.

No statistics are yet available concerning use of the numbers, he said, but a report on usage is planned for November.

According to Berghoff, the Asian population is the fastest growing in the company's service area, which includes 3.9 million customers living in a 23,000 square-mile area of Southern California. The total population of the company's service area is 13.2 million, he said.

Kry M. Trang, Ph.D., executive director of the Indochinese Mutual Assistance Association of San Diego (IMAA), an amalgam of 18 mutual assistance associations representing the four major Indochinese refugee ethnic groups, asked us to print the following clarification of information in an article on Fish-Wilson projects and proposals which appeared in the April 18 issue of Refugee Reports (Vol. VII, No. 4).

> "For the first time, IMAA submitted on July 1, 1986, a comprehensive proposal to provide services to refugees in San Diego. Prior to this, we had no knowledge of nor did we support any proposals to assist refugees in San Diego county. Any information you have to the contrary is just not accurate."

IMAA's proposed Fish-Wilson demonstration project is called the IMAA One-Step Employment Center. It would provide a full range of refugee services through an "innovative incentive approach," involving vouchers for services, according to an IMAA statement. "Cash bonuses and compensation time rewards" would provide incentives for refugees in training programs to progress quickly.

Resources

ETHIOPIAN GOVERNMENT EXACERBATES FAMINE, REPORT CHARGES

The Ethiopian government played a significant role in the creation, maintenance, and expansion of the country's famine, according to a December 1985 report issued by Cultural Survival.

The report, Politics and the Ethiopian Famine 1984-1985, alleges that the Ethiopian government used the famine to destroy social cohesion and agricultural production in the north and southwest. Furthermore, international food assistance provided by international agencies was used by the government to create dependence and control the population, according to the report.

The authors, Jason Clay and Bonnie K. Holcomb, based their report on a trip to the Sudan in February and March 1985.

Insects and drought were found to be leading causes of the decline in agricultural production, but government policies were shown to be a significantly aggravating factor (see Recent Developments).

"Armyworms can destroy a crop overnight," the authors noted, "but the long-term stripping of the region's productive assets by the Ethiopian military was no less debilitating. Ninety-five percent of the famine victims who fled to the Sudan before the end of 1984 reported that in their villages the Ethiopian army had destroyed crops in the fields and grain they had harvested."

The Cultural Survival report pays particular attention to the Ethiopian government's resettlement program. Refugees from Tigray and Wollo gave grim accounts of the relocation. After having been captured or deceived into resettlement, many people reportedly died en route due to inhumane conditions of transport.

Cultural Survival found two different situations in resettlement camps. In the larger settlements, food supplies were irregular, and the populations were pressed into forced labor. In other settlements, the relocated population appeared to have been used to repress, and in some cases, displace, the local indigenous populations. "The Wollos themselves are the ones who now strengthen the regime against us," said a local Oromo resident. "They came with empty hands but now they are armed and we are empty handed."

Politics and the Ethiopian Famine recommends that agencies working in Ethiopia with the government's approval "insist upon access to affected areas and upon the right to collect the information required to assess the impact of their assistance." Cultural Survival points out that much of what is being proposed by relief agencies are "long-term resettlement/colonization programs and other agricultural development efforts...without an adequate understanding of what impact, negative or positive, such programs will have on the people they are intended to help."

The 250-page study is available for $10 from Cultural Survival, 11 Divinity Avenue, Cambridge, MA 02138. (617) 495-2562.

AFRICAN REFUGEE SITUATION ASSESSED

African refugee resettlement should be integrated with development programs that include local populations of host countries, according to Gaim Kibreab in African Refugees: Reflections on the African Refugee Problem.

"If the process of refugee settlement is planned as an integral part of a general programme of zonal or regional development of the host country," writes Kibreab, "the undertaking will not only enable the refugees to become self-sufficient and facilitate their integration, but it will also create the conditions for the betterment of the quality of rural life benefiting both the local population and the refugees themselves."

Kibreab disagrees with much of the thinking on refugee dynamics in Africa, including the notion of traditional hospitality for refugees and the view that tribal identity constitutes a root cause of refugee flows by reunifying tribes divided by artificial borders.

In his analysis of refugee-producing conditions in Rwanda and Burundi, for example, Kibreab discounts tribal rivalry between the Hutu and Tutsi as being the key variable, preferring a model of "class struggle resulting from the Tutsis' monopoly of the means of production."

Kibreab applauds UNHCR's efforts, particularly in Somalia, that address economic needs such as infrastructure and agricultural development. He suggests that such efforts are indispensable for creating a climate of welcome in host societies and for making possible self-sufficiency.

The 129-page volume is available for $25 cloth, $7.95 paper, from Africa World Press, P.O. Box 1892, Trenton, NJ 08608.

SUDAN REFUGEE SUCCESS STORY

Gaining Ground: Refugees in Sudan tells the story of Qala el Nahal, a refugee settlement in rural Sudan, where the refugees have succeeded in feeding themselves and maintaining a sense of purposeful activity and pride.

Granted cultivation rights, the inhabitants of Qala el Nahal, most of whom are Eritreans, show an "almost tangible feeling of autonomy," according to the report.

The refugees of Qala el Nahal achieved self-sufficiency in food production with the help of Euro Action ACCORD, a consortium of development agencies.

The 24-page booklet, which includes stunning photographs of Qala el Nahal, is available from Euro Action ACCORD, Francis House, Third Floor, Francis Street, London, SW1P 1DQ U.K.

HISTORICAL VIEW OF AFRICAN UNDERDEVELOPMENT

The causes of African refugee uprootedness are traced in Refugees Are People: An Action Report on Refugees in Africa. The authors, Simon E. Smith, S.J., coordinator of Jesuit Refugee Service in Africa, and Joseph G. Donders, W.F., executive director of the Africa Faith and Justice Network, generally subscribe to the theory that superpower intervention is the essential cause of most African refugee flows. "In Mozambique, Angola, Chad, Ethiopia and in many other African countries, the local differences--the direct cause of persecution and the resultant exodus of people fleeing their mother countries for asylum in other countries--are caused by the East-West conflicts."

Historical analysis of the African food crisis is also provided by the Africa Faith and Justice Network in Feast to Famine: The Course of Africa's Underdevelopment. The author, Bill Rau, identifies the failures of Western development agencies and maintains that a colonial mentality still characterizes the Western approach to development. Rau says that the World Bank, International Monetary Fund, USAID, and UN agencies "seem to be seeking to maintain the status quo and to perpetuate dependency."

Feast to Famine, including a bibliography and chronology, is available for $1.50 ($3.00 air mail). Refugees Are People, including a bibliography and an appendix with summaries of refugee conditions in selected African countries, costs $3.00. Both publications are available from the Africa Faith and Justice Network, Box 29378, Washington, DC 20017.

DIRECTORY LISTS AGENCIES WHICH ADVISE PEOPLE IN IMMIGRATION PROCEEDINGS

The National Center for Immigrants' Rights has published the second edition of its Directory of Agencies Which Assist Persons in Immigration Proceedings.

The directory is designed as a reference guide for agencies serving aliens facing immigration proceedings. Most of the 293 agencies listed have attorneys or staff members accredited to represent aliens in deportation or exclusion hearings. Others provide counseling and referral services. Each entry has a description of the agency. The directory also lists members of the American Immigration Lawyers Association who will act as pro bono coordinators to locate free counsel for indigent aliens.

Nonprofit organizations may request free copies of the directory from the National Center for Immigrants' Rights, 1636 West Eighth Street, Suite 215, Los Angeles, CA 90017. (213) 487-2531. Others may order the directory for $5.

ODYSSEY OF CAMBODIAN ORPHAN

Mohm was "the girl with hungry eyes"--a Cambodian girl chosen by chance in a Thai refugee camp to tell her story to a touring best-selling author, Gail Sheehy.

Sheehy was captivated by the face, riveted by the story.

Mohm's parents had both been killed by the Khmer Rouge. Her younger brother and sister starved to death. The twelve-year-old risked her own life to flee from the Khmer Rouge terror to an unknown future.

Neither the story nor the person could be consigned to Sheehy's notebook. Bringing Mohm to join her in Manhattan became Sheehy's personal crusade.

Mohm's life is told in the first person. The horror of the Pol Pot era is seen through the eyes of a child as, one by one, the other members of her family were killed.

Sheehy juxtaposes flashback accounts of Mohm's survival during the Pol Pot era with her own observations of Mohm's adaptability and resilience in the alien New York environment. Five days after Mohm's arrival, Sheehy stood in the doorway at a cocktail party marveling at the young girl balancing a plate of hors d'oeuvres and spearing Swedish meatballs.

During the time of Mohm's adjustment to her new life, Sheehy herself was undergoing struggles of a very different nature with her personal life and career. The book recounts how the two coped with the changes around them, as well as with each other.

The relationship between Mohm and Sheehy is complex. Mohm's life, including her life as Sheehy's "daughter," reveals the spirit of survival in the book's title.

Sheehy's attempt to generalize about the "victorious personality" based on Mohm's character is less successful. By offering advice to American parents about teaching their children to "tough it out," so they will "handle later life accidents more calmly and effectively," Sheehy risks trivializing her foster daughter's traumatic experiences.

Spirit of Survival, published by William Morrow & Company, is available for $17.95 in local bookstores.

Refugee Reports is seeking a staff writer beginning this fall. Persons applying should have proven writing ability and an understanding of refugee issues. Resumes and appropriate writing samples should be submitted by mail to Virginia Hamilton, Managing Editor, Refugee Reports, 815 15th Street, NW, Suite 610, Washington, DC 20005.

FY 86 REFUGEE ARRIVALS* BY STATE OF RESETTLEMENT AND COUNTRY OF ORIGIN AS OF APRIL 30, 1986

STATE	YTD FY 86	STATE	YTD FY 86
ALABAMA	126	NEW JERSEY	543
ALASKA	30	NEW MEXICO	98
ARIZONA	490	NEW YORK	2,581
ARKANSAS	85	NORTH CAROLINA	373
CALIFORNIA	11,141	NORTH DAKOTA	73
COLORADO	364	OHIO	420
CONNECTICUT	421	OKLAHOMA	286
DELAWARE	20	OREGON	506
DIST OF COLUMBIA	242	PENNSYLVANIA	1,104
FLORIDA	747	RHODE ISLAND	251
GEORGIA	597	SOUTH CAROLINA	45
HAWAII	152	SOUTH DAKOTA	87
IDAHO	260	TENNESSEE	579
ILLINOIS	1,506	TEXAS	2,422
INDIANA	167	UTAH	430
IOWA	394	VERMONT	36
KANSAS	329	VIRGINIA	929
KENTUCKY	267	WASHINGTON	1,531
LOUISIANA	329	WEST VIRGINIA	12
MAINE	190	WISCONSIN	361
MARYLAND	512	WYOMING	10
MASSACHUSETTS	1,574	AMERICAN SAMOA	0
MICHIGAN	597	GUAM	0
MINNESOTA	1,149	JOHNSON ATOLL	0
MISSISSIPPI	107	NO. MARIANNA ISLANDS	0
MISSOURI	571	MIDWAY ISLANDS	0
MONTANA	21	PUERTO RICO	0
NEBRASKA	94	TRUST TERRITORIES	0
NEVADA	152	VIRGIN ISLANDS	0
NEW HAMPSHIRE	33	WAKE ISLANDS	0
		UNKNOWN	1
		TOTAL YTD FY 86	35,355

COUNTRY	BIRTHPLACE	CIT.**	COUNTRY	BIRTHPLACE	CIT.**
AFGHANISTAN	1,554	1,495	PHILIPPINES	228	0
ALBANIA	40	39	POLAND	2,043	1,994
ANGOLA	2	3	ROMANIA	1,309	1,274
AUSTRIA	4	1	SOUTH AFRICA	5	6
BOTSWANA	5	3	SUDAN	5	0
BULGARIA	79	79	SYRIA	5	7
CAMBODIA	6,444	9,061	TAIWAN	13	0
CHINA	278	15	TANZANIA	1	0
CUBA	7	7	THAILAND	3,234	2
CZECHOSLOVAKIA	875	872	TURKEY	2	6
ETHIOPIA	407	399	UGANDA	1	0
FRANCE	6	0	USSR	524	503
GERMANY (FED. REP.)	27	1	VIETNAM	12,113	12,563
GREECE	13	0	YUGOSLAVIA	4	1
HONG KONG	49	0	ZAIRE	1	0
HUNGARY	337	335	ZAMBIA	1	0
INDONESIA	86	0	UNKNOWN	1	551
IRAN	1,950	1,884	OTHER	13	0
IRAQ	219	224			
ITALY	4	0			
LAOS	3,371	4,017			
LEBANON	2	0			
LIBYA	1	1			
MALAWI	4	4			
MACAO	1	0			
MALAYSIA	30	0			
NAMIBIA	5	6			
NETHERLANDS	1	0			
PAKISTAN	46	0			
PARAGUAY	3	0			
			TOTAL FOR YTD FY 86	35,355	35,355

* This report is based on documents from the Refugee (formerly ACVA) Data Center, ICM and other federal agencies available on the above date and may not include information on all refugees in the categories reported.

** Children born in refugee camps are assigned citizenship of parents. Citizenship information is often lacking, especially for non-Southeast Asians.

SOURCE: U.S. Office of Refugee Resettlement.

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LOCAL POLICE DEPARTMENTS GRAPPLE WITH CRIME AGAINST SOUTHEAST ASIAN REFUGEES

Law enforcement personnel throughout the country find that many Southeast Asian refugees are being victimized by crime, but that persuading refugee victims to report to the police is very difficult.

"Our biggest challenge is to gain their trust and have them come forward," said Glenn Furukawa, an investigator attached to the Asian Crime Detail of the Honolulu Police Department. Gaining that trust is an uphill battle, according to police sources around the country.

Detective James Badey of the Arlington, Virginia, Police Department has made the effort to understand the reluctance of Southeast Asians to come forward and has tried to break through the cultural barriers between police and the refugee community.

Badey's cultural sensitivity is rooted in his own experience as a marine in Vietnam. That experience included caring for twin sisters whose parents had been killed by the Viet Cong. Before leaving Vietnam in 1965, he adopted the four-year-old orphans and took his new daughters home.

Badey said that most Vietnamese view crime as a violation of one family by another, and that it is inappropriate to go to outsiders to resolve problems that are essentially personal.

Refugees Reluctant to Talk About Crime Joe Yomtov, director of the Victim Witness Assistance Center, a nonprofit organization that works closely with police in Santa Clara County, California, said that many crimes are too embarrassing for refugees to discuss. Huong Pham, a Vietnamese counselor at the Santa Clara center, said that sexual assaults, in particular, cause too much of a sense of shame to report to the police. Families do not want to talk, he said, for fear that unmarried women would be so stigmatized that "people would give them strange looks and no one would marry them."

Pham said, "In our country, we had to resolve problems by ourselves; we did not want anyone else involved." He said that the U.S. systems for victim protection are not understood by the Vietnamese

IN THIS ISSUE:

Local law enforcement officials are trying to cope with crimes against Southeast Asian refugees. This issue focuses on police relations with refugee communities....1

- Update.................4
- Recent Developments

Central American EVD bills move through Congress; House considers three immigration "efficiency" bills; Police clearance required for Cubans adjusting status............6

- Current Research

Study looks at police work with Southeast Asians; Miami Cubans' attitudes toward police assessed.............7

- Projects and Programs

Technical assistance offered for mental health care.....13

- Reader Exchange......13
- Resources.............14
- Statistics

Indochinese Refugee Activity, FY 86 as of June 30, 1986..16

community. "In our country, we had to sue for restitution ourselves. There was no social system to help get restitution."

"In Vietnam the people saw the police as corrupt and insensitive," said Sergeant Neil Edwards, supervisor of the Asian squad in the Houston Police Department. "They come here and have the same thoughts about police in the United States."

The failure to report crimes has the effect of making the refugees even more vulnerable. "The criminal element knows the community doesn't report crimes, so they don't fear being arrested," said Edwards.

Refugees Increasingly Victims of Armed Robberies The most serious pattern of crime now emerging against the Southeast Asian refugee community is that of home-invasion robberies, in which roving bands of young, heavily armed, Vietnamese in groups of seven to ten target a refugee family and break into their home.

"They don't care whether the people are home or not because they don't think they will report," said Badey. "I know when they're from out of town," he added, "because they don't even use face masks."

Police reports of these episodes indicate a pattern. Any family members who happen to be home are tied up. At that point, rather than simply robbing the home, the victims are brutalized, frequently stabbed, kicked, beaten, and, in some instances, shot. They are threatened with retaliation should they talk.

Police are struck by the sheer violence of these attacks.

"They are open with guns and prone to violence, both with their own and in confrontations with the police," said Inspector John McKenna, officer-in-charge of the San Francisco Asian Gang Task Force.

Most of the victims who become known to the police are Vietnamese. But some police note an increasing trend for Vietnamese hoodlums to attack Cambodians as well. Generally, the non-Vietnamese Southeast Asian ethnic groups, such as Cambodians, Hmong, and Lao, are considered by the police to be even more remote, insular, and vulnerable than the Vietnamese.

Badey points out that the phenomenon of members of an immigrant ethnic minority preying on their own people is consistent with the experiences of earlier immigrant groups.

Pham said that the attitude of many in the Vietnamese community is that taking such matters to the police would only cause greater problems. "If we report the incident to the police," he said, "the suspect's relatives could retaliate. We are too far away from the protection of the police."

Ignorance of Criminal Justice System Widespread Badey said that a large part of the problem is ignorance of the U.S. criminal justice system. "It is seen as too slow, not working, and not able to offer protection."

"Orientation about the U.S. legal system is the first order of business," said Mike McElroy, the refugee victim advocate in the Seattle Police Department. "Confusion about the system is rampant, not only among the refugees, but also among people who grew up with this system." McElroy expressed his frustration over American sponsors who give refugees wrong information about how the criminal justice system works.

Working both with the refugee community and American hosts comes naturally to McElroy, a veteran of nearly a decade of refugee-related work, including stints in Southeast Asian refugee camps and as a Lao refugee resettlement caseworker back in Seattle.

He describes how he got the job as something of a fluke. "I heard that the police department was hiring someone to work with the Indochinese, and, where angels fear to tread, I went in to give them my opinion about the position." McElroy has been a busy man ever since.

"I found many detectives and officers who wanted to help, but who didn't know how. They were very frustrated by the language barrier, coming into situations they didn't understand." Typically, a call to the 911 emergency number would come through from a non-English-speaking refugee. Police would respond with no idea what the situation involved.

McElroy's former experience as coordinator of the Indochinese Language Bank has helped him to overcome the language gap.

He stresses the importance of taking great care with the refugee victim every step of the way. Finding the right interpreter is the first task. "You need to find out who they trust. It won't work simply to get someone from their community who speaks the best English. You need the particular dialect and want interpreters with similar lifestyles as the person." McElroy recommends helping the victims to locate trusted friends with whom they will feel comfortable talking about what happened.

By the same token, said McElroy, the refugee needs to trust someone in the police department. "One of the things most apparent to me in working with refugees for the past nine years is that they relate not so much to institutions as to individuals."

Refugees will go to the person they trust, said McElroy, "whether or not you hold the strings to resolve their problem." He sees his role as getting refugees where they need to go, contacting the appropriate people, and explaining the whole process. "You really need to reach outside your particular job position to help."

Dallas Storefront Brings Police Closer to Refugee Community Reaching outside one's particular job position aptly characterizes the role of Corporal Ron Cowart of the Dallas Police Department. Another Vietnam war veteran, Cowart operates a storefront building in the heart of Dallas' refugee community.

A din of children's voices could be heard over the phone line before Cowart shooed them away so he could talk to Refugee Reports. The presence of children is encouraged. In fact, Cowart runs four different scout troops comprised of refugee youngsters.

The troops have been active on the crime prevention front. One project involved installing peepholes to enable refugees to look out before opening their doors. Aware of the resistance in the community to the idea of registering property, Cowart's scouts have taken the lead in Operation Identification by inscribing people's driver's license numbers on television sets, radios, and other property.

Cowart organizes meetings of refugee girls to discuss how to avoid assaults. He is struck by their innocence and naivete. "When I tell them not to walk in dark alleys or across parking lots, they ask me, 'Why?'"

He also spreads his message through the local refugee press. His articles include "What Is a Suspicious Person?" and "Why You Should Call the Police?" The articles cover basic crime prevention, but much of the information is new to those unfamiliar with American life.

Police Storefront Becomes Community Center

The storefront is the hub of community activity. Three refugee mutual assistance associations are housed at the center, and it is the frequent scene of community meetings.

"We have distributed seven tons of emergency rice since January," said Cowart, "and we have set up a clothing distribution network as well."

"They are in constant touch with us to help with job placements and other social services," said Mimi Chao, director of the Dallas-Fort Worth Refugee Interagency, a Church World Service resettlement agency. In fact, the storefront has been involved in about 150 job placements in the private sector. "By developing that relationship, it becomes much easier for people in the community to report crime when the time comes," said Chao.

One of the features of the Dallas police effort about which Cowart expresses the greatest pride is his recruitment and training of three public service officers (PSOs) from the three major Southeast Asian ethnic groups.

Cowart screened more than 100 applicants before finding his officers. He looked for people who were independent, not tied to particular organizations, but who nevertheless were community-oriented. He sought candidates who would not reinforce negative stereotypes about police that might have carried over from Southeast Asia.

Once the candidates were chosen, Cowart made sure that they would not be just tokens, but insisted that they undergo the same police training and testing as their American counterparts. Because of their refugee backgrounds, he was able to have the citizenship and college degree requirements waived on their behalf, but the three PSOs all underwent intensive training at the police academy. They now respond to a wide range of community problems in addition to their more traditional police work. They are highly respected by the ethnic communities, according to Chao.

Recruitment of Southeast Asians into Police Forces While many of Cowart's colleagues around the country support the notion, in principle, of recruiting Southeast Asians as police officers, these efforts have met with mixed results.

Citizenship, age, language, and academic credit requirements, are all obstacles cited by police. Badey commented that the effort to hire a Southeast Asian to cover the refugee beat could be a "quick fix" approach to the problem that will not have the desired results unless carefully considered.

"The problem," said Badey, "goes right back to the Vietnamese perception of the police as corrupt. The Vietnamese ask, 'Why do you want to be a cop?'" Badey says that because the Vietnamese police were not highly regarded, it is difficult now to recruit the best people into law enforcement.

McElroy also pointed out that in an ethnically mixed refugee community, "the Mien might not like having a Vietnamese in that position, and vice versa."

Several of the police commented that putting a Southeast Asian specifically on a detail working with the refugee community can put the new officer in an uncomfortable position, especially since the people in the community can develop unrealistic expectations about what the officer can accomplish. One officer spoke of a case of a Vietnamese police liaison official trying to make promises to the community that could not be fulfilled. This resulted in his being blamed and losing the trust of both the community and the police force.

The chief of the Westminster, California, Police Department, Don Saviers, said that a Vietnamese sworn police officer works on his staff, but that "I did not want to assign him to the Vietnamese community." Although called upon to interpret and to provide his fellow officers with insights into the culture, he is assigned the same duties as other patrolmen.

Cowart realizes the potential danger of "pulling someone out of the mist and giving him responsibility with inadequate training." However, Cowart rejects the arguments put forward by many police departments that, he feels, have only made half-hearted efforts. "Those who have not made the effort to get close to their communities," he said, "are the same who say they try to recruit but no one comes forward. These are the police departments that will be quick to blame the community for harboring criminals." Cowart tells them, "You need to take the time to show good will and to show a proven track record for helping them."

Update

° The House Appropriations Committee sent a FY 87 foreign aid budget to the full House on July 31, which includes $347.5 million for Migration and Refugee Assistance and $25 million to replenish the Emergency Refugee and Migration Assistance account.

These amounts equal the administration's FY 87 request for the account, which is divided into four areas: refugee admissions to the United States; refugee assistance overseas; other assistance activities, such as U.S. contributions to UNHCR and ICM; and administrative expenses.

Because other accounts received substantial cuts, the full funding level was a surprise to groups working with refugees. The appropriations bill will next be voted upon by the entire House of Representatives. After the House passes a bill, the Senate will begin its deliberations.

° The Galang Refugee Processing Center (RPC) in Indonesia will close at year's end, according to the State Department. The center is being closed because there are "not enough admissions to sustain the program," according to a State Department spokesman, and space is available at Bataan in the Philippines and Phanat Nikhom in Thailand.

Galang opened in 1982. It employs 144 Indonesians and 24 expatriates, the State Department said. The last ESL class will graduate on December 18. Some staff will remain for one or two months to finish closing the site.

° On July 15, the U.S. House and Senate passed a concurrent resolution (S. Con. Res. 143) expressing the sense of Congress that the Orderly Departure Program with Vietnam should resume. The resolution called upon the government of the Socialist Republic of Vietnam to permit the immediate resumption of interviewing and processing of applicants in Vietnam who have received preliminary U.S. approval for resettlement. The resolution also called upon Vietnam to permit the orderly departure of "re-education camp" prisoners, Amerasian children, and other persons of special humanitarian concern to the United States.

° U.S. officials have returned to the Sudan and have begun preparing a backlog of 950 INS-approved refugee cases for movement to the United States, according to the State Department. As many as 600 refugees may be flown to the United States by October 1. According to Don Bean of the State Department's Bureau for Refugee Programs, "I assume we are going to get the bulk of INS-approved cases out by November." Bean said that 99 percent of these refugees are Ethiopians.

INS officials will probably not return to the Sudan to resume interviewing before November, he said.

Though the Sudanese have been conducting exit interviews of all departing INS-approved refugees, no problems or delays have resulted, Bean said. "Everything is going very well."

U.S. refugee processing has been suspended twice in recent months, once following a change in Sudanese governments, and once after the April shooting of a U.S. diplomat in Khartoum forced the evacuation of U.S. officials from the country.

° Undocumented aliens were found to be eligible for Medicaid payments and Medicaid care by Judge Charles Sifton of the U.S. District Court for the Eastern District of New York on July 14. Ruling on a class action suit brought by seven undocumented aliens, Judge Sifton ruled that nothing in the 1965 statute bars aid to undocumented aliens. The Department of Health and Human Services argued that undocumented aliens were ineligible for Medicaid, according to the July 15 New York Daily News.

On July 15, Sen. Daniel P. Moynihan (D-N.Y.) introduced a bill (S. 2644) to amend title XIX of the Social Security Act to provide that the federal government cover 100 percent of the medical assistance expenses incurred by undocumented aliens. In introducing the bill, Moynihan said, "It is altogether unfair that state governments and local governments should have to assume a large share of the cost of dealing with illegal aliens, whose presence is a manifest evidence of a failure by the federal government to enforce its laws."

° Jonathan Moore's nomination to be U.S. Coordinator for Refugee Affairs was confirmed by the Senate July 23. Moore was the director of the Institute of Politics at the John F. Kennedy School of Government at Harvard. He recently served on the Ray Panel that assessed the Southeast Asian refugee situation.

° The State Department has recommended to the Justice Department that extended voluntary departure (EVD) for Ugandans be allowed to expire on September 30, 1986.

° An extradition treaty between the United States and Great Britain was ratified by the Senate by an 87-10 vote on July 17. The treaty would prevent those who committed violent offenses from resisting extradition to Britain by claiming their acts were politically motivated. The treaty drops the "political exception" clause that protects dissidents in most U.S. extradition treaties.

In a June 6 letter to the New York Times opposing the extradition treaty, Arthur Helton, director of the Political Asylum Project of the Lawyers' Committee for Human Rights, wrote, "Only the courts can respond flexibly to the extremes a refugee may have to go to in order to flee severe persecution. Barring an individual from defending against extradition on the ground that the offense was political, and then ousting the federal courts from independently reviewing this decision, risks grave injustice."

Many senators' support of the treaty hinged on the interpretation of article 3 (a), which states that "extradition shall not occur if the person sought establishes to the satisfaction of the competent judicial authority...that the request for extradition has in fact been made with a view to try to punish him on account of his race, religion, nationality, or political opinion" or if his trial would be prejudiced for the same reasons.

Since northern Ireland operates special courts under emergency legislation, excludes trial by jury for the most serious offenses, and permits courts to consider uncorroborated and unlawfully obtained evidence, a number of senators expressed the fear that, in the words of Sen. John F. Kerry (D-Mass.), "basic human rights and civil liberties not be sacrificed in the rush to narrow the application of the political crimes defense in American extradition law."

Ratification of treaties does not require House action.

- Allan Gall has been appointed director of the Office of Refugee Resettlement's Division of Operations, according to an announcement by ORR acting director Bill Gee. Gall will take over on August 4. Richard Shapiro, who has been serving as acting director of operations, will stay on as deputy director, according to the announcement.

Gall's background includes several years' administrative experience with the Peace Corps, including chief of operations for North Africa, Near East Asia, and the Pacific Region. He has also been a consultant and assistant director for development assistance at the Ford Foundation. He holds a Ph.D. in Near East Studies from the University of Michigan.

Recent Developments

SALVADORAN EVD BILL MOVES THROUGH CONGRESS, SIMILAR BILL INTRODUCED FOR NICARAGUANS

A bill to provide a temporary safe haven for Nicaraguan nationals in the United States pending a General Accounting Office report on conditions of displaced Nicaraguans was unanimously reported out of the House rules subcommittee on July 23.

The bill (H.R. 4893), introduced by Rep. Barney Frank (D-Mass.), uses the same wording as a similar bill (H.R. 822/S. 377) on behalf of Salvadorans, known as the Moakley/DeConcini bill.

At the July 23 hearing, Rep. Joe Moakley (D-Mass.), expressed his support for Nicaraguan safe haven and reiterated his position that extended voluntary departure (EVD) is the appropriate protection for people facing generalized conditions of violence, war, and civil strife in their home country.

Although invited to testify, the State Department did not send a representative to appear before the subcommittee.

In a related development, the House Judiciary Committee reported the Moakley/DeConcini bill (H.R. 822) to the full House by a 19 to 16 vote. The bill was opposed by the Republican representatives and Democratic Rep. Romano L. Mazzoli (Ky.).

Mazzoli said that the bill addresses a "nonexistent problem," there being "no evidence of a measureable level of persecution or individual or generic violence." Reps. Daniel E. Lungren (R-Cal.) and Hamilton Fish (R-N.Y.) cited a report by the Intergovernmental Committee on Migration (ICM), based on interviews with 79 percent of returnees to El Salvador which, according to Lungren, found no cases of persecution.

Frank pointed out that ICM recognizes the violent conditions in El Salvador as evidenced by its recently begun program to relocate Salvadorans displaced by civil strife to Argentina (see Refugee Reports, Vol. VII, No. 7).

He reiterated that the bill is not targeted at those fearing individual persecution, but is rather an extension of present policy that currently extends blanket temporary protection against deportation to nationals from Uganda, Poland, Ethiopia, and Afghanistan.

BILL UNDER HOUSE CONSIDERATION WOULD PREVENT DERIVED ASYLUM STATUS FOR IMMEDIATE FAMILIES OF ASYLEES

The House Subcommittee on Immigration, Refugees, and International Law met on July 22 to consider three "efficiency bills" designed to correct and streamline previously enacted immigration laws.

One of the three bills (H.R. 4823) included a section (141) that would deny derivative asylee status to the spouse or children following to join an alien granted asylum in the United States. If enacted, this would require asylees to wait for one year to adjust their status to permanent resident before being able to petition for their spouses or children to enter the United States as immigrants.

In testifying before the subcommittee, Monsignor Nicholas DiMarzio, executive director of the Migration and Refugee Services of the U.S. Catholic Conference, said that further delays could be anticipated because of the oversubscription of second preference petitions. DiMarzio added that families of asylees would risk danger by having to remain behind. He said, "It must be kept in mind that these spouses and children are residing under often precarious, vulnerable conditions, whether in the home country or elsewhere as a result of the asylee having been granted that status by the U.S. government."

Bill Expresses Congressional Intent Against Detention of Most Aliens Under section 311 of the bill, Congress clarifies its intent that aliens in deportation and exclusion cases should be paroled rather than detained unless they are believed to pose a danger or are likely to abscond.

Warren Leiden, executive director of the American Immigration Lawyers Association, testified, "By indicating that release subject to reasonable conditions is preferable to detention and by providing more leeway to the Attorney General in determining who must be detained, this provision should both alleviate hardship and reduce the high cost of the present, across-the-board detention policy, and need not, if properly and thoughtfully implemented, cause any significant increase in the number of aliens who fail to appear for required hearings."

Amerasians, Marriage Fraud Clarifications Private agencies would be permitted to sponsor Amerasian adults under section 107 of H.R. 4823. This provision would also limit the period of sponsors' financial responsibility for Amerasians to two years.

H.R. 4823 includes a provision to prevent marriage fraud (section 302) that would require couples seeking fiance visas to have "met in person within two years before filing the petition." DiMarzio commented that this provision could cause particular hardships for refugee couples "whose marriage plans had to be postponed due to compelling outside circumstances which often lasted significantly longer than two years." He reminded the subcommittee that refugees are frequently forcibly separated from their loved ones.

NEW POLICE CLEARANCE REQUIREMENT FOR CUBAN REFUGEES ADJUSTING STATUS

Local police clearance letters are now required for individuals under section 1 of the Cuban Refugee Adjustment Act of 1966 seeking to adjust their status to permanent residence, according to a final rule published in the July 14 Federal Register.

The Immigration and Naturalization Service (INS) began running state police clearance checks last year in the process of adjusting to permanent residence the status of Cubans who arrived as part of the 1980 Mariel Boatlift, according to an INS source.

The rule had been proposed February 27, 1985, prior to the Mariel adjustment program. As published, now, however, the rule, which will come into effect August 13, will apply to all Cubans over the age of 14 applying under the Cuban Refugee Adjustment Act.

The rule does not apply to police clearance records from Florida, New York, New Jersey, Illinois, and Texas for applicants who have lived in those states for six months or more; nor does it require applicants to produce records from California if they reside there at the time of their application for adjustment of status.

For these states, which host the vast majority of Cubans seeking permanent residence status, INS already has a computer check system in place for police records. The regulations require Cubans in the remaining states to obtain clearances from police departments where they live.

Local police clearances will not be required for other nationality groups applying to adjust their status at this time, INS said in the Federal Register.

Current Research

LAW ENFORCEMENT NEEDS OF SOUTHEAST ASIAN REFUGEES ASSESSED, STRATEGIES DEVELOPED

Crimes affecting Southeast Asian refugee communities in the United States--from youth gangs to incidents of racial violence to organized crime--present law enforcement officials with challenging difficulties, according to a recently completed research project. But, the project report concludes, the difficulties can be overcome if faced with prompt, informed action.

The report identifies trends related to Southeast Asians that will affect law enforcement in the next ten years, most of them negatively, and proposes strategies for addressing these trends. It also cites current programs that police officials said were useful in providing services to Southeast Asians in their communities.

The study, A Research Project to Determine the Law Enforcement Needs of the Southeast Asian Refugees in the Year 1995: To Develop Strategies to Meet Those Needs, was done by Captain Stanley L. Knee of the Garden Grove, California, Police Department under the auspices of the California Police Command College.

Many of the report's findings were based on three separate surveys. One surveyed police patrol officers and sergeants in four locations with significant Southeast Asian populations; another, detectives; and the third, investigators experienced in law enforcement in Southeast Asian communities.

Refugees Tend Not to Report Crimes The study notes that the apparent unwillingness of Southeast Asians to report crimes makes both law enforcement itself and research on it difficult. Police and Southeast Asians interviewed for the study identified several reasons for the tendency not to report crimes.

Many Southeast Asians fear retribution and believe that the police are not able to protect them from criminals they report. Incidents were cited as evidence that this fear is played upon by Southeast Asian gangs to intimidate victims from involving the police, but the study noted that the fear extends to non-Asian criminals as well.

But refugees also fear the police. The study quotes a paper by Dr. Andre Van Chau, a Vietnamese community leader, which says, "The Vietnamese perception of the police is certainly influenced by the historical context of people/police relations in Vietnam. They have known the police in Vietnam to harass people, to possess sometimes the power of life and death over the citizenry, to arrest people whenever they feel like it and get away with it, and to take bribes almost openly." Such perceptions and distrust must be overcome by U.S. law enforcement agencies, the study notes.

Southeast Asians lack knowledge about how to report crimes to the police, Knee found. Even though many refugees have lived in the United States for several years, the research suggested that working and living within Asian communities having limited contact with the government or police contribute to this lack of familiarity.

The Southeast Asian communities' perception that the police and courts do not succeed in arresting and punishing criminals also undermines Southeast Asian confidence in the law enforcement system. When refugees see Asian criminals free in the community, sometimes having posted bail and then claiming they bribed their way out of jail, it "increases the power and prestige of the criminal at the expense of the police and court system." According to the study, this is partly a result of their difficulty understanding the U.S. bail system, the length of court proceedings, and courts' sentencing philosophy.

In the Southeast Asian community, Knee's research suggested, some crimes are considered "the cost of doing business"--various forms of extortion that victims accept rather than involve the police--and others may not be considered crimes within the particular refugee culture.

Survey responses showed agreement that Southeast Asian victims are more reluctant than others to report crimes, that calls for service involving Southeast Asians take significantly longer to handle, and that more training about Southeast Asian customs was needed. More than one-third of the respondents said that the level of police service to the Southeast Asian community needed improvement.

Police Services to Southeast Asians Difficult Among detectives, there was agreement that Southeast Asians were less likely to cooperate in various aspects of investigation and prosecution than were non-Asians, that crimes against Southeast Asian refugees were more difficult to investigate than crimes reported by other ethnic groups, and that Southeast Asian victims are much less likely to agree to testify in court. Furthermore, nearly half of the detectives agreed that they would prefer not being assigned cases involving Southeast Asians as victims or suspects.

The two greatest difficulties that police officers encounter when dealing with Southeast Asians are the language barrier and the victim's fear of reprisal hindering investigation.

But, despite problems in the reporting

of crimes and witness cooperation, progress is being made. "The key element in improving the level of communications is personal contact." A police officer who is known by the Southeast Asian community and who interacts well with its members will be provided information, according to the report.

Concern About Crime Grows Southeast Asians have grown increasingly concerned about crime, according to another survey cited in the report. The survey conducted by the Refugee Planning Center of Orange, California, between 1981 and 1984, found that 45 percent of Southeast Asians surveyed believed that "crime in the streets" was a major problem in 1981; in 1984, 64 percent identified crime in the streets as a major problem for their families.

"The most violent threat to the refugee community is the formation of Vietnamese youth gangs," the report states. Referred to as gangsters by the refugee community, the report lists extortion, robbery, rape, assault, theft, and murder among the crimes youth gangs commit against victims within their community--victims usually reluctant to cooperate with the police.

The gangs are, according to the report, characterized by extreme mobility, a propensity toward violence, ages usually ranging from 14 to 23, and loose organization, usually without gang names. Their victims are usually Southeast Asians, but in recent years, the gangs have expanded their criminal activities beyond the Asian community, states the report.

These gangs have gradually replaced earlier gangs that were formed soon after the first Vietnamese refugee arrivals in 1975.

Nearly three-fourths of the officers surveyed felt that Southeast Asian youth gangs were likely to increase in size and would possess tremendous power in the Southeast Asian community. Furthermore, 95 percent felt that there was at least a medium probability that because of the ability of the Southeast Asian criminal to move rapidly and the lack of cooperation in the Southeast Asian community, police will be ineffective in arrest and prosecution of these gang members.

Both of these trends, the report states, will require stronger ties among law enforcement officials in different areas, as well as specific programs to combat these gangs.

The mobility of the youth gangs, moving quickly from state to state, has made law enforcement particularly difficult and has created a need for agencies to form "information networks," according to the report. While such informal networking has been successful in providing information on the activities and location of suspects, "examples of violent crime almost appear endless, and the police feel that it is on the increase."

Southeast Asian Organized Crime Assessed The report assesses whether Southeast Asian organized crime is a myth or reality. Knee found few law enforcement personnel who believe that "the Vietnamese gangs have developed a structure similar to the Mafia and should be classified as an organized crime syndicate."

However, officials described a variety of current criminal activities--gambling, drug traffic, smuggling, prostitution, mail fraud, tax evasion--often carried out by those who were "members of the criminal class" in South Vietnam who communicate with and assist each other in different parts of the United States.

In his October 1984 testimony before the Presidential Commission on Organized Crime, reprinted in the report, Sergeant Jack Willoughby of the New Orleans Police Department said that these activities are centered in a small portion of the Vietnamese community, criminals who have contacts with each other and a common past in Vietnam. "Because of this past contact, as well as the feeling that they are alone in a 'sea of white faces,' there exists the potential for a large, traditional, organized crime family forming," Willoughby testified.

The vast majority of detectives surveyed agreed that the Southeast Asian communities have criminal groups that could be the beginnings of a "Southeast Asian Mafia." Few, however, agreed with a statement "there is nothing we can do to prevent a Mafia-like organization from forming in the Southeast Asian community." The report emphasizes that intervention by law enforcement officials is required to prevent these gangs from expanding their criminal activities and openly challenging other Asian gangs for control of illegal activity.

Racially Motivated Crime Analyzed Nearly half of the patrol officers and sergeants surveyed said that discrimination and violence against Southeast Asians were problems in their communities. About one-third of those who felt so thought the problem was increasing; nearly half felt it was remaining the same.

The report notes the difficulty of dealing with racially motivated crime. Few police departments maintain separate records on it, and police generally deal with the crime itself--identifying suspects and making arrests--not with establishing motives.

The report, though, identifies four factors that appear to be common to serious racial incidents directed at Southeast Asian refugees.

"The Southeast Asians were relocated in low-income, minority areas in which affordable housing and jobs were scarce."

Second, the refugees were not given sufficient information about the police and, in some cases, how to contact them.

Third, "in most situations, the police department did not prepare their organization to deal with Asians." There was little if any training, according to the report.

Finally, "nothing was done to prepare the community for the arrival of the refugees." The result was a variety of rumors among non-Asians who were living in poverty about special government assistance given to the refugees.

Lack of Specialized Training The surveys of police officers and detectives had implications for police training and hiring practices. Some two-thirds of the respondents had received less than three hours of training on Southeast Asian customs and culture. Only 13 percent had received more than eight hours.

There was strong agreement among police personnel surveyed that the hiring of Southeast Asian officers would be an asset to their departments, that officers would treat the new officers just like any rookies, that hiring them would not represent a lowering of hiring standards, and that a lack of knowledge about the community's customs would not prevent them from becoming effective officers.

Other Trends Affecting Law Enforcement Identified Among the most important trends named by respondents was an increase in the number of violent crimes committed by Southeast Asians against other Southeast Asians. In addition to the impact on the victims, this trend increases the fear of crime in the community.

An increase in the number of violent crimes committed by Southeast Asians against non-Southeast Asians has several possible implications. It could increase the distrust between Asians and non-Asians. And it could lead to publicity about violent Southeast Asian crime and, thus, to pressure from local governments on police departments to "stop Asian crime."

The participants also anticipated an increased specialization within police departments to deal with Southeast Asian problems. The idea of specialized units, the report notes, is gaining acceptance, and the need for "personalized service by officers well known in the Southeast Asian community is an essential ingredient in a plan to improve services."

There is great concern that a trend toward increased violent confrontation between police and Southeast Asian gangs--virtually nonexistent five years ago--could become a serious problem for law enforcement personnel. The solution, the report says, depends on cooperation between police and the Southeast Asian community to solve such crimes quickly.

Other trends with potential negative implications for law enforcement officials were an increase in the use and sale of narcotics by Southeast Asian criminals and an increase in traffic-related problems as a result of poorly trained Southeast Asian drivers.

Two trends which have to do with the growing political role of Southeast Asians could have positive implications. First, refugees will provide support, including monetary support, to politicians, parties will encourage them to register, and their political power will increase. Second, politicans are increasingly seeking the support of Southeast Asians. The report cites evidence that Southeast Asians tend to vote as a group, thus increasing their potential political clout.

Officials felt that one trend beyond their control, but which could have significant effects on law enforcement, was likely to occur. "As the government reduces the number of Southeast Asian refugees allowed into the United States, Southeast Asians escaping from Southeast Asia will enter the United States illegally..." The report notes that Chinese from Hong Kong and Taiwan who enter the United States illegally are often forced to work in Chinese businesses to pay the organizations who arranged their entry. "Not only does this system provide slave-like labor, it provides criminals with targets since they know that the victim will not normally contact the police, and it can provide gangs with a pool of manpower from which they can recruit new members."

Things to Monitor and Programs That Work Recommended The experienced officers also listed events that should be monitored by police to warn them of potential problems in relation to the Southeast Asian communities in their jurisdictions. These included crime statistics; school problems between ethnic groups; the polarization of political parties within Southeast Asian groups reflecting emotional issues related to their native countries; property crimes against Asian businesses; the establishment of freight companies claiming to be able to ship goods to Southeast Asia, as many such companies defraud customers of money and goods; domestic disputes; and gun sales to Southeast Asians as an indication of fear among citizens.

These officers also identified or suggested programs which assist local police agencies in providing services to Southeast Asian people.

Educational programs to provide information on crime suppression and resistance and on police and court procedures were recommended. English-as-a-second-language classes were suggested as a place to meet Southeast Asians and educate them about the criminal justice system. The use of Southeast Asian newspapers to distribute information on crime prevention and on successful prosecutions of Asian criminals was also recommended.

Also mentioned was training of police officers about the customs and traditions of the Southeast Asian ethnic groups.

One of the most frequently mentioned programs was the establishment of a storefront police facility in the Southeast Asian business district.

Hiring Southeast Asians as community service officers and police officers, as well as developing "qualified, trained, and trustworthy translators," were among the other programs identified.

Strategies to Achieve Positive Effects Outlined The report concludes with strategies to affect positively the trends that were identified. To achieve crime suppression, several broad strategies are outlined. The first is the development of information exchange between state, local, and federal agencies to monitor gang activity, train law enforcement personnel, and improve the information on racial disturbances and acts of discrimination.

Improving communications with the Southeast Asian community in order to increase crime reporting and willingness to testify, and to develop trust of the police, could be achieved through several actions--recruiting bilingual Southeast Asians for police officer and other staff positions; establishing or using existing "victim/witness programs;" establishing a storefront if there is a centralized Southeast Asian district; publicizing successful arrest of gang members; improving community relations; and developing training programs to teach officers about Southeast Asians' customs.

To improve services to the Southeast Asian community, increased efforts to educate Southeast Asians about laws and available counseling services should be undertaken by police and community organizations, and the availability of counseling on domestic problems should be assured.

Law enforcement could also be improved through changes in organizational structure, the report suggests. It recommends that a specialized unit be responsible for such things as public relations and education programs in the Southeast Asian community; investigations of felonies, racially motivated crimes, and harassment of Southeast Asians; collecting information on Southeast Asian gangs and crime trends; and keeping police management informed about trends and events in the Southeast Asian community.

To facilitate the positive effects of increased Southeast Asian involvement in politics, police should have contact with Southeast Asian organizations and leaders and should be sensitive to political rivalries to avoid the appearance of bias.

The report also includes background on

U.S. refugee polices, the resettlement history of Southeast Asians, and reception and placement services that are provided; a section on implementing the suggested strategies; a bibliography; and extensive appendices.

Copies of the report are available from Capt. Stanley L. Knee, Garden Grove Police Department, 11301 Acacia Parkway, Garden Grove, CA 92640. (714) 638-6839.

STUDY FINDS MIAMI CUBANS SUPPORT POLICE

Of Miami's ethnic communities, Cubans who arrived in Miami during the 1960s hold the police in highest regard, according to findings of a study just completed by the University of Miami. The study, still in draft form, was commissioned by the Metro-Dade County Police Department as part of an effort to improve police-community relations.

Miami is the only major U.S. city to suffer from racial rioting during the 1980s, according to the study.

Fifty households in each of five Dade County neighborhoods, two black, one white, a "1960s" Cuban neighborhood, and a "Mariel" neighborhood, were surveyed by the University's Center for the Study of Law and Society. Students from neighborhood high schools and more than 200 police officers were also questioned.

Respondents were asked to reveal their attitudes toward police demeanor, responsibility for crime control, and police practices. They were also asked to compare the police with other parts of the criminal justice system--prosecutors, judges, and defense attorneys, and social institutions, including businesses, labor unions, political parties and churches.

Cubans Hold Police Responsible for Crime Control When rating three aspects of society--criminal justice, social institutions, and police--"the 1960 Cuban entrants report more positive attitudes on all three levels than any other group, and very few negative responses," the study said. "The 1980 Cuban entrants are generally positive toward all three levels and become more positive as they move from the general to specific attitudes toward the police." Both Cuban groups indicated the highest level of agreement with the idea that "the major responsibility for controlling crime lies with the police." The other groups disagreed.

The police consistently scored lowest amongst low-income blacks and all student groups, while receiving the highest marks from 1960s Cubans. "The 1960 Cuban immigrants perceive that the police have the most positive demeanor, even more so than the police themselves," the study said.

"Residents of the Cuban neighborhoods were the only respondents (with the exception of the police) that feel that it is appropriate for police on patrol to stop and question suspicious looking citizens," the study concluded, and, therefore, "police officers can expect more support of and less resistance to active patrol strategies in the Cuban neighborhoods."

Some Survey Findings are Questioned

Cubans may admire the police because "they rank all institutions high," according to study co-author Dr. Geoffrey P. Alpert. "Many older Cuban immigrants hold traditional views," he added.

Alpert said he expected to see greater variation between responses from Mariels and earlier Cuban refugees, and was surprised by the "incredible agreement among Cuban groups."

Another reason police may enjoy considerable Cuban support is because "Latins are a viable part of the economy, very much in the mainstream," according to Lt. John Wilson of the Metro-Dade Police Department. "Generally, there is a good relationship between police and the business community," he said.

Wilson said some findings in the survey may not be consistent with reality. Though the Cubans may have said that police are responsible for controlling neighborhood crime, "In Latin communities if there's a purse snatching, you'll usually find someone from the community chasing the thief."

A spokesman for a Miami civic group said the survey findings regarding Cubans were "not implausible," though he did not believe purely Mariel and 1960 Cuban neighborhoods exist. "Every neighbrohood has a mix," he said. Not all Mariels live in low-income housing; some own there own homes. And he said many Cubans who arrived in the United States during the 1960s remain poor.

He said some of the answers may have

been those that respondents thought the surveyers wanted to hear. But he did admit that findings about Cubans' attitudes toward criminal justice could be accurate. "Many Cubans believe if someone is arrested, they are probably guilty," he said.

Projects and Programs

TECHNICAL ASSISTANCE OFFERED FOR REFUGEE MENTAL HEALTH CARE

Twelve state mental health agencies confronted by problems in caring for refugees now have a place to turn for technical assistance.

A national technical assistance and resource development center has been established at the University of Minnesota Hospitals under a three-year, $1.7 million contract with the Office of Refugee Resettlement (ORR) and the National Institute of Mental Health (NIMH).

The technical assistance center serves the twelve states that receive ORR-NIMH funding to integrate refugee mental health care with existing state mental health care systems (see Refugee Reports, Vol. VI, No. 6).

"The whole thrust of NIMH is to mainstream the refugee population," said Dr. Amos Deinard, director of the technical assistance center. "There are not enough dollars to set up parallel programs. We have to fine tune the mainstream system to make it accessible [to refugees]."

The University of Minnesota Hospitals center is working to identify training opportunities for those interested in refugee mental health. It is also seeking culturally sensitive models for prevention, diagnosis, and treatment of refugee mental health problems.

Researchers at the center have compiled an 800-item bibliography on refugee mental health. They have also conducted site visits to learn more about existing models of refugee mental health care. These visits revealed "a great discrepancy in experience and accomplishment between the states from the top state level down to the clinic level," according to Deinard.

Although the center's contract is to provide technical assistance to the NIMH-ORR funded programs in California, Colorado, Hawaii, Illinois, Massachusetts, Minnesota, New York, Rhode Island, Texas, Virgina, Washington, and Wisconsin, Deinard said that the center would try to provide information to other states "as needs dictate and budget provides."

Center Searches for Refugee Mental Health Personnel The University of Minnesota has placed an immediate priority on identifying trained refugee mental health professionals and paraprofessionals and other mental health personnel who might be available for programs serving refugees.

"The aim," said Deinard, "is to alert qualified individuals who might be available for appointment to send their names and addresses to the technical assistance center." He said that one difficulty is that many qualified refugees do not belong to professional associations, and consequently have not come to the attention of the center.

Please send names and addresses of refugee mental health personnel to Dr. Amos S. Deinard, Director, Refugee Mental Health Resource Development and Technical Assistance Center, Box 85, Mayo, University of Minnesota Hospitals, 420 Delaware St., SE, Minneapolis, MN 55455. (612) 376-1463.

Reader Exchange

° UNHCR is seeking a Vietnamese-speaking woman trained in social work, psychology, or related fields to serve as a counselor for victims of piracy attacks. Candidates should have experience working with refugees, and need to have citizenship from a country other than Vietnam. The person will be employed by World YWCA and work in Phanat Nikhom, Thailand under the supervision of UNHCR. The position will be filled as soon as possible. A salary range of $19,000 to $25,000 is being offered, depending on experience. Send a resume and two letters of reference to: John Williamson, UNHCR, Palais des Nations, CH 1211 Geneva 10. Applicants should indicate earliest date of availability.

UNHCR will soon also be seeking a counselor/social worker to work in the closed camps in Hong Kong. Experienced men or women who speak English and Vietnamese are encouraged to send resumes to the above address.

Resources

HMONG FOLK TALES CREATE LIVING TAPESTRY

At the dawn of time when all was desert, the monkeys left their homeland in search of food, leaving their families behind. When, finally, they reached a place with water and trees, they could no longer remember the way home. So, every morning, the monkeys climb the trees and call into the desert hoping their families will hear them.

This and 26 other stories make up Living Tapestries, a collection of folk tales and legends from Minneapolis' Hmong community. The Hmong oral traditions weave tales of ghosts and spirits, of prodigal sons and damsels in distress. Living Tapestries not only preserves an important facet of Hmong culture, but enriches American folk literature with a new immigrant group's contributions of myths and fables.

Living Tapestries, by Charles Numrich, is available for $5.30, plus $1.50 for postage, from Theatre Unlimited, 2315 Chicago Ave., South, Minneapolis, MN 55404. (612) 331-4657. Special rates are available for multiple orders, ESL programs, and nonprofit organizations.

U.S. REFUGEE POLICY EXAMINED IN CONTEXT OF IMMIGRATION LAW REFORM

The proceedings of the 1985 annual National Legal Conference on Immigration and Refugee Policy, held in Washington, D.C. March 28-29, 1985, have been published by the Center for Migration Studies.

In Defense of the Alien, Volume VIII, presents papers from 27 experts in the fields of immigration and refugee law and policy. Many of the essays deal with aspects of pending federal immigration reform legislation. Several of the essayists pay particular attention to human and civil rights concerns with respect to U.S. immigration enforcement practices.

The 219-page, clothbound volume is available for $14.95 from the Center for Migration Studies, 209 Flagg Place, Staten Island, NY 10304. (718) 351-8800.

VIDEOTAPES ADVISE LAWYERS ON ASLYUM PROCEEDINGS

A series of 16 videotapes has been made available to train lawyers about the important stages of the asylum process and provide insights into country conditions in eight of the countries most frequently involved in U.S. asylum proceedings.

The videotapes, produced by the Political Asylum Project of the Lawyers Committee for Human Rights, include mock hearings for various phases of the asylum process.

Each of the country-specific videotapes features a refugee, an expert on the human rights situation in the country, and a lawyer experienced in representing clients from that country. Countries treated are Afghanistan, Cuba, El Salvador, Ethiopia, Guatemala, Haiti, Iran, and Poland.

Most of the tapes are available for $50 ($30 for nonprofit organizations). A complete set of tapes costs $425. For further information, contact the Political Asylum Project, Lawyers Committee for Human Rights, 36 W. 44th St., Suite 914, New York, NY 10036. (212) 921-2160.

CENTER PROVIDES HUMAN RIGHTS INFORMATION ON EL SALVADOR

The Central American Refugee Center (CARECEN) has started an education and information department to provide information on human rights developments in El Salvador affecting refugees and displaced persons.

CARECEN's permanent representative in El Salvador will collect information in coordination with its staff in Washington, D.C. The permanent representative will collect sworn testimonies of displaced persons, deportees, and political prisoners. She will also visit displaced persons camps and relocation projects, take field notes, and interview relief workers.

CARECEN will try to provide specific information from El Salvador, upon request, in support of asylum applications.

For further information, contact Beatrice Edwards, CARECEN, 3112 Mt.

Pleasant St., NW, Washington, DC 20010. (202) 328-9799.

LAWYERS' GUILD PUBLISHES GUATEMALA ASYLUM GUIDE

The National Immigration Project of the National Lawyers' Guild has published a "Guide to Available Resources for Guatemalan Asylum Cases."

The guide consists of an annotated bibliography, descriptions of amicus briefs and affidavits, an account of the National Immigration Project's own collections of documentation materials, and a list of organizations providing information on Guatemala and descriptions of the services they provide.

To order, send $1.50 to the National Immigration Project of the National Lawyers' Guild, Room 506, 14 Beacon St., Boston, MA 02108. (617) 227-9727.

MENNONITES PRODUCE CENTRAL AMERICA RESOURCE PACKET

The Mennonite Central Committee has produced a resource packet on Central America. The packet, The Face of Change in Central America, includes six country sketches and statistics on refugees and displaced people in the region. Also included are analyses of the church in Central America and U.S. policy in the region. A bibliography includes audiovisual materials available through the Mennonite Central Committee.

To request a free copy of The Face of Change, contact the Central America Department, Mennonite Central Committee, 21 South 12th St., Box M, Akron, PA 17501. (717) 859-2210.

BOOKS PROMOTE SANCTUARY MOVEMENT

Two recent books treat the legal and theological implications of the sanctuary movement and trace the American religious community's involvement in offering refuge to Central Americans fleeing their homelands.

° Sanctuary: The New Underground Railroad, by Renny Golden and Michael McConnell, traces the paths of the Central Americans seeking sanctuary and provides insights into the motivations of those, like the authors themselves, who take the Central Americans on their journey through the "new underground railroad."

The work of sanctuary movement activists, the book at times overstates its case --as in the statement that "their chances of survival, once they disembark at the airport outside San Salvador or Guatemala City, are slim." When the authors step back and let the refugees speak for themselves, however, and the stories of persecution and flight unfold, the personal approach of the book succeeds.

Sanctuary: The New Underground Railroad is available for $9.95 from the Chicago Religious Task Force on Central America, Room 370, 407 South Dearborn, Chicago, IL 60605. All proceeds will go for direct aid to refugees and sanctuary work.

° A careful, legal analysis, on the other hand, is attempted by Ignatius Bau in This Ground is Holy: Church Sanctuary and Central American Refugees. Although exploring the legal implications and historical roots of the sanctuary movement, Bau concludes, "The authority for any provision of sanctuary today is clearly moral and religious rather than legal." He finds that "the sole basis for a church or congregational declaration of sanctuary today is its own moral and religious beliefs and convictions."

This Ground is Holy: Church Sanctuary and Central American Refugees is available for $9.95 from the Paulist Press, 997 Macarthur Blvd., Mahwah, NJ 07430.

TRANSFER OF SALVADORAN REFUGEES IN HONDURAS ANALYZED

Forced to Move is a detailed account and analysis of the forced relocation in 1983 of Salvadoran refugees from the border region of Honduras to Mesa Grande in the interior.

The 99-page publication includes photographs, drawings, maps, tables, and a chronology. More recent events, such as the August 1985 attack on Salvadoran refugees in the Colomoncagua camp by Honduran soldiers, are not treated.

Forced to Move is available for $9.75 from Solidarity Educational Publications, P.O. Box 40874, San Francisco, CA 94140.

INDOCHINESE REFUGEE PROGRAM
AS OF JUNE 30, 1986

ARRIVALS IN SOUTHEAST ASIA	June 1986	June 1985	FY 86 Cumul.	FY 85 Cumul. thru June 1985	Cumulative Since April 1975
Total Boat	2,902	3,296	17,119	19,148	641,238
Total Land	2,912	1,151	15,102	16,295	585,126
Total Direct (includes ODP)	648	2,585	12,182	20,430	494,187
Total Arrivals	6,462	2,032	44,403	55,873	1,720,551
RESETTLEMENT IN THE UNITED STATES					
Vietnamese: Boat and Land	1,659	2,226	16,574	17,651	359,708
Direct to U.S. 1975	0	0	0	0	123,000
Direct (ODP)	62	143	667	914	22,110
Subtotal	1,721	2,369	17,241	18,565	504,818
Khmer	162	1,731	9,368	13,699	138,027
Lao	1,496	71	4,385	2,659	97,058
Highlanders	140	19	1,886	1,865	58,571
Total Departures to the U.S.	3,519	4,190	32,880	36,788	798,474
RESETTLEMENT IN THIRD COUNTRIES					
Direct to PRC 1977-1979	0	0	0	0	263,000
Direct (ODP)	732	1,262	7,683	10,067	62,194
From First Asylum and RPC's	1,263	1,306	14,335	13,178	415,102
Total Departures to Other Countries	1,995	2,568	22,018	23,108	740,296
TOTAL RESET. IN U.S. AND THIRD COUNTRIES	5,514	6,758	54,898	60,033	1,538,770
ADDITIONAL DEPARTURES					
Voluntary Repatriation	0	0	61	224	4,514
Voluntary Relocation/Other	4	2	168	129	43,826
Total Additional Departures	4	2	229	353	48,340

JUNE 30,1986 POPULATION:			
	Indochinese Refugees in First Asylum		151,211
	Indochinese Refugees/Dependents in ESL/CO Training		
	Bataan	13,377	
	Galang	1,108	
	Phanat Nikhom	4,462	
	Total	18,947	
	ODP Refugees in Transit in Bangkok		135
Total Indochinese Refugee Camp Population June 30, 1986			170,293
Total Indochinese Refugee Camp Population on June 30, 1985:			178,850

Total number of Indochinese admitted into the U.S. in non-refugee status this fiscal year is: 1,465 (285 first asylum/3,871 ODP)

Source: Bureau for Refugee Programs/U.S Department of State

REFUGEE REPORTS is published monthly for $28.00 per year for one subscription, $20.00 each for two or more subscriptions to the same addressee, or $20.00 each for ten or more subscriptions requested at the same time, mailed to separate addresses; overseas postage, $24.00 additional; by ACNS, 95 Madison Avenue, Third Floor, New York, NY 10016. Application to mail at 2nd class postage rates is pending at New York and additional mailing offices. POSTMASTER: send address changes to Sunbelt Fulfillment Services, P.O. Box 41094, Nashville, TN 37204.

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Volume VII, Number 9 September 12, 1986

CONTINUING UNFAIRNESS MARKS HAITIANS' LIVES IN THE UNITED STATES, ADVOCATES SAY

Take a federal agency and a major newspaper. Have them disagree about a story linking a specific nationality group with AIDS. Include less publicized efforts to resolve the controversy. Be fearful that in the end, the real loser will be the group itself.

That summarizes what happened to Haitians in the United States, sources suggest, after the Center for Disease Control (CDC) and the New York Times differed this summer.

The dispute, they say, was merely the most recent example of unfairness toward Haitians, especially the 30,000 who arrived here in the early 1980s, and those who continue to leave Haiti.

Widely publicized federal interdiction and detention policies enforced since the beginning of this decade are cited as the major examples of the Haitians' mistreatment here. However, a highly unjust AIDS stigma and wrongful attempts to deny Haitians work are more recent and less known grievances, according to sources close to the community.

Federal officials, however, deny that they have made Haitians the exclusive targets of any policies.

In any event, voluntary repatriation does not appear a likely form of relief. Six months after Francois Duvalier's ouster, Haitians here are described as unsure about returning home. In fact, attempts to leave Haiti are increasing, according to the U.S. Coast Guard, which is now stopping twice as many Haitians off the Florida coast as it did last year.

AIDS Stigma Began for Haitians in 1982 The seed of the AIDS stigma which burdens Haitians was planted in 1982. That year, monitors at the CDC decided to cite Haitians as a separate "at risk" group; others, such as homosexual and bisexual males, and intravenous drug abusers were also designated.

According to officials, the decision reflected the fact that an unusually high number of Haitian boat arrivals--34 in five states--had contracted the illness by 1982. Thus, for the next three years, the CDC continued to link Haitians, as a group, with AIDS. Each time it did, it erred, CDC officials admit now.

IN THIS ISSUE:

The fall of the Duvalier regime in Haiti followed by an increase in Haitian boat arrivals has renewed interest in the reasons for Haitian migration. This month's issue looks at Haitians seeking refuge in the U.S...........1

- Update 5
- Recent Developments

INS computerized alien tracking system sparks controversy; Recent visitors to Thailand look for new refugee solutions; Processing of Cuban political prisoners begins..6

- Projects and Programs

Loan program helps refugee small business development in Miami, Portland, and San Francisco..................12

- Meetings and Conferences
- Resources

Haitians are highlighted...14

- Statistics

Asylum cases filed with INS district directors FY 86 as of June 30, 1986..........16

"It was unfair to do," CDC spokesman Charles Fallis recently told Refugee Reports. "They were just like anyone else."

Thus, more than a year ago, the agency shifted Haitian AIDS cases into a less specific "Other/unknown" grouping.

Although the CDC modified its monitoring, sources close to the community say the stigma remained. According to one private Miami economic developer, employers remain wary about hiring Haitians, partly because they have been publicly associated with AIDS. Meanwhile, Roger Biamby, director of the Haitian American Community Association of Dade County (HACAD), commenting on the prejudice Haitians encounter, says flatly: "Haitians are considered disease carriers."

Mistakes have led to more mistakes, too. This August, the CDC once again revised its reporting in several ways, including shunting Haitian AIDS cases into a heterosexual "transmission" category in which they predominate. According to a CDC memo, they have been placed there because Haitians come from a country where "heterosexual transmission is believed to play a major role" in the spread of the disease. Haiti is one of several countries which are considered to have an AIDS problem.

The revisions were made to bring greater clarity to the tracking system for AIDS, but only confusion seems to have resulted. For example, in July, the New York Times erred in reporting the CDC changes by saying that Haitians were to be returned to the earlier and wrongful "risk" category once reserved for them. "U.S. to Restore Haitians to List of High-Risk AIDS Groups," declared the headline to the Times story; its first paragraph spoke of the CDC "preparing to put Haitians back into a special risk classification."

The error prompted the United Haitian Association in Manhattan to demand an apology. David Jones, the national editor of the Times, eventually delivered one to the group, according to the New York based Amsterdam News.

But according to the News, the apology did not clear the air entirely. Reportedly, Jones, while conceding error, also maintained that the CDC's latest modifications have created a new category of risk which consists largely of Haitians. According to the News story, though, Don Barreth, a CDC official, denied Jones's allegation.

Advocates Say INS SAVE Program Discriminatory Against Haitians But concern for fairness has not sprung only from the murkiness of the Haitian-AIDS controversy. Haitian advocates in Florida have been battling alleged government discrimination as well.

Operation SAVE (Systematic Alien Verification for Entitlements) is an Immigration and Naturalization Service (INS) program which the agency describes as a guard against "the distribution of entitlements to ineligible aliens." SAVE gives states computerized access to immigration records, and, so far, six states have become participants; an amendment to S. 1200, the Senate-passed immigration reform bill, would make SAVE mandatory nationwide (See Recent Developments).

The INS says that the geographical and political diversity of the states participating in SAVE "speaks to the effectiveness of a program that balances fiscal responsibility with safeguards against discrimination."

But not everyone agrees. A coalition of advocates challenged SAVE in a suit filed this spring in Miami, charging that it hides a conspiracy by federal and state governments to force Haitians from the United States.

That allegation is based largely on the revocations of Haitian work permits which occurred in Florida after SAVE began there in 1984. Reportedly, the nullified authorizations resulted because the INS computer system indicated that Haitians do not have a permanent lawful resident status. Many are parolees who have pending status, and who, for years, have been allowed to work in the United States.

An estimated 600 to 2,000 Haitians who had been legally employed in the United States for years were left in a serious bind after they lost their permits. Revoked, they were ineligible for unemployment compensation, payment of which requires that an applicant be available for work. Consequently, according to Ray Greenwood, a lawyer for HACAD, many Haitians were unable "to pay their rent and feed their kids," and faced increased pressure to leave the United States because of their destitution.

INS officials contend that SAVE was not aimed at any one group, but advocates say the Haitians were virtually the only aliens affected. They point out that Cuban entrants were not subjected to status checks because the United States already planned to make them permanent residents. However, HACAD legal advisor Greenwood charges that "Cubans were really spared because a massive Cuban community is here that influences the Reagan administration."

Earlier, in a May 8, 1986 letter to Attorney General Edwin Meese, Peter Rodino, chairman of the House Judiciary Committee, protested the SAVE program's revocation of Haitians, too.

"I am compelled to express my strongest sense of outrage and protest over the continued discrimination accorded nationals of Haiti by departments and agencies of this government, particularly, the Immigration Service," Rodino said. "I am also distressed over the apparent enforcement use by the Immigration Service of information obtained through the state verification procedure despite repeated assurances by the Service to the contrary."

For now, the Haitian side in the dispute appears to have won a victory, albeit a minor one. This summer, the INS began reinstating the Haitian work permits after it admitted failing to issue proper revocation notices; in any case, however, it has not conceded conspiring against Haitians.

"There was some problem in implementation, and we've agreed we were wrong," INS national spokesman Duke Austin says. Austin said later that the same people will not be subject to revocation once the procedure has been corrected. He added that the INS is resolute about SAVE, and believes it has strong support.

Conditions in Haiti Remain Unclear New questions of fairness have not entirely replaced old ones, however. Despite Duvalier's ouster, opinion remains divided on at least one major point--conditions in Haiti. Those conditions are critical to the Haitian community, especially because the U.S. government theoretically grants asylum only to persons fleeing persecution.

Between Duvalier's February 7 departure from Haiti and August 20, the U.S. Coast Guard halted and returned to Haiti 3,000 individuals, none of whom was found to be eligible for asylum by INS officers who ride Coast Guard patrols. That figure represents 36 percent of the more than 9,000 Haitians intercepted since the Reagan administration introduced a federal interdiction policy off the coast of Florida five years ago.

Haitians have been sent back to a country run by a National Governing Council (CNG) under the leadership of Lt. Gen. Henri Namphy, a career military officer. The Council took power in Haiti immediately after Duvalier's departure, and supporters say it has already spurred progress.

"There's a great deal of freedom," according to Myrtho Bonhomme, a press attache with the Haitian embassy in Washington, and former journalist with the opposition paper, Le Pepit Samedi Soir. Yet, embassy sources appear unable to explain why Haitians continue to leave Haiti in greater numbers than before.

Haitians Are Hesitant to Return Critics of the CNC describe Haitians here as leery about returning to their native country because the Council brims with Duvalier associates and has not been serious about reform. They also dismiss pleas to give the CNG time to get Haiti to improve conditions there.

"Council members have no government experience," Biamby alleges. Twice a visitor to Haiti since Duvalier fell, he terms Namphy "a military man untrained in administration." He adds, though, that a more basic reason keeps Haitians from returning--the need to survive. The average peasant in Haiti earns less than $100 annually, and the HACAD director says "people couldn't live" in Haiti without Haitians in the United States sending them money.

Those who find fault with the Haitian government are not beyond criticism themselves. For example, one private American expert on Haiti said detractors are not acknowledging improvements, such as the demise of a burdensome rural tax system. But he cautioned that other reforms are still needed. The list includes disarming military and former palace guard units and ridding the population of the debilitating mentality it acquired under Duvalier.

Federal officials, however, continue to deny that fear of persecution drives Haitian asylum seekers. They have long maintained that boats from Haiti carry "economic migrants" who are unworthy of refugee status, and they see the post-Duvalier interdictions as validation of their position. U.S. officials reject the

BOAT FLOWS FROM HAITI INCREASE

August saw an upsurge in Haitian boat flows. Reportedly, at least 28 percent of the approximately 3,400 Haitians stopped by the Coast Guard between January 1 and August 20 were halted last month.

The reason for the sharp increase is not clear. Some officials are at a loss to explain it; others speculate that the cause is favorable weather conditions. According to Duke Austin of INS, August and September have been "big months" for boat flows in previous years. He also said that May, June, and July were heavy months for interdictions in past years. But reports indicate that in June and July of this year, few interdictions occurred.

Sources have suggested that some of the Haitians currently being interdicted are fleeing immigration crackdowns in the Bahamas, which is just 50 miles from Haiti and has an estimated Haitian population of 40,000. Spurred by internal economic pressures, the Bahamas has previously resorted to "rounding-up" illegal Haitians in order to send them back to Haiti. However, a spokesperson for the Bahamian Embassy in Washington said there have been no recent crackdowns.

The chart below indicates the number of Haitians intercepted each year by the Coast Guard since interdiction started in October 1981.

Year	Interdictions
1981	64
1982	161
1983	685
1984	2,593
1985	2,348
1986	3,405*

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* Interdictions through August 20. If the current 1986 rate of interdictions continues, more than 5,000 Haitians would be stopped this year, or more than a third the number who arrived in the U.S. by boat in 1980.

advocates' rebuttal that the dictatorial Duvalier regime devastated the country, forcing boat exoduses.

Fritz Longchamps, of the Washington Office on Haiti, is one of those frustrated by the U.S. position.

"The economic migrant argument is stupid," Longchamps says. "Extorting wealth was one example of the political terrorism in Haiti. It didn't happen by accident. It was well conceived by the Duvalier regime."

Haitian Asylum Approval Rate Called "Lowest of the Low" Haitians have been generally unsuccessful in their bids for asylum in the United States. Only four percent of the 1,349 cases presented to INS district directors during the first half of this decade were approved. Those cases represent individuals who are believed to have arrived in the United States from 1979 through 1981.

Meanwhile, nearly 7,000 Haitians "voluntarily" left the United States from 1981 through 1985, according to the INS. Reportedly, Haitians with dim asylum prospects have chosen voluntary departure over deportation in the past, since the latter carries a five-year bar to re-entry.

"Lowest of the low" is Arthur Helton's view of the Haitian asylum approval rate. The director of the Lawyers Committee For Human Rights' Political Asylum Project notes that the general rate runs as high as 25 percent, and even higher for persons from communist countries. But Austin says it is invalid to compare groups. "You can't do that," he contends, because they vary too widely in background.

Currently, legislation is pending that would give some Haitians status. S. 1200, the immigration reform bill approved by the Senate a year ago, would make permanent residents of Haitians who arrived in the United States before October 10, 1985. The House version of the bill, H.R. 3810, has a more generous cut-off date of January 1, 1982, but it has not been been voted on. No action has been taken with yet another measure introduced by Judiciary Chairman Rodino. That bill, H.R. 23, has the same deadline as H.R. 3810, but is strictly targeted at adjustment.

For years, advocates have been saying the Haitians' uncertain immigration status helps to make them an underclass and saps them of confidence. "It hangs over them like the sword of Damocles waiting to drop," Rev. Thomas Wenski of the Haitian Community Center in Miami noted in a 1984 interview with *Refugee Reports*. Some strides have been made--Miami's Little Haiti is becoming more attractive to investors through a project of the Haitian Task Force, for example--but they are the exception (See Projects and Programs).

Local officials say solving matters is not simply a question of Haitians' giving up and getting out, either.

"Their children are being born and educated here," observes Eileen Maloney-Simon, assistant manager of Dade County, who notes that a Haitian birth occurred in Dade every six hours in 1984.

Indeed, social service costs have been high, and fear of increasing financial outlays has probably helped keep the federal interdiction policy in force. However, that policy has not been cheap, either. Two years ago, for example, in a *Washington Post* article, the U.S. Committee for Refugees conservatively estimated the cost of each apprehension under interdiction at $36,000.

However, even higher costs than those stemming from being wrongly linked with AIDS, or from being denied work or asylum are adding up, too. Basing his estimate on the stories of stopped boat people, Harold Boyce, the recently retired head of Coast Guard interdiction operations, said 8,000 Haitians have been lost at sea since 1981, victims of unseaworthy craft, smugglers, and weather.

"They are lost forever," Boyce said.

This article was written by Joseph Cerquone.

Update

The Reagan administration has proposed a refugee admissions ceiling of 70,000 for FY 87, according to a State Department official. This number includes a reserve of 4,000 slots for unanticipated emergency refugee admissions over the course of the year. This emergency reserve is unfunded, and would only be available after special consultation between the administration and Congress.

Regional ceilings include 32,000 for East Asia (first asylum) and 8,500 for the Orderly Departure Program in Vietnam; 10,000 for Eastern Europe and the Soviet Union; 8,000 for the Near East and South Asia; 4,000 for Latin America and the Caribbean; and 3,500 for Africa.

According to the State Department spokesman, these numbers will be presented to Congress in testimony by Secretary of State George Shultz before the Senate Immigration and Refugee Policy Subcommittee on September 16. The House is expected to hold its hearing later in the month.

° Vietnam has given the United States a list of 1,000 Amerasian children and 1,600 of their relatives, according to officials of the State Department and the Vietnamese mission to the United Nations. The list was exchanged as part of talks between U.S. and Vietnamese government officials in Hanoi on September 1.

According to a State Department official, the Orderly Departure Program (ODP) office in Bangkok is reviewing the names. Early analysis indicates, however, that "of the 2,600 total names, as many as 30 percent may already have departed Vietnam," the official said.

ODP, begun in 1979 to provide safe departure for Vietnamese seeking third-country resettlement, was suspended by Vietnam on January 1, 1986 (see *Refugee Reports*, Vol. VII, No. 1).

On August 28 and 29 in Hanoi the United States and Vietnam also discussed resuming ODP interviews. No agreement was reached. Further discussion of the issue may occur as part of general talks on humanitarian concerns "sometime during the November timeframe" when the two sides will probably meet in Geneva, the State Department official said. The United States and Vietnam have held Geneva meetings yearly since 1982.

° The Department of Housing and Urban Development (HUD) has postponed until September 30 the effective date for new rules that would prohibit access to HUD-related housing benefits to aliens who are not lawful residents of the United States (see Refugee Reports, Vol. VII, No. 5). According to a July 28 notice in the Federal Register, the deferral was made in response to a request by members of Congress following the passage of legislation in the House of Representatives that would permit undocumented aliens to continue to live in federally assisted housing if at least one member of the family is an American citizen or legal resident (see Refugee Reports, Vol. VII, No. 7). The Senate has not yet acted on the legislation.

In a related development, New York City filed a class action suit on August 6 against HUD challenging the new regulations. The suit claims that the regulations are unconstitutional because they force citizens and eligible aliens either to break up their families or forfeit their right to federally assisted housing.

° West Germany announced measures on August 27 to restrict entry of third world asylum seekers. Chancellor Helmut Kohl told a press conference that West Germany would require entry or transit visas for citizens from Lebanon, Syria, Pakistan, Ghana, and Bangladesh.

Kohl estimated that 100,000 asylum seekers would enter West Germany this year. He said that about 16 percent of them would eventually be granted asylum. Kohl said Germany would not turn away people who had a genuine right to political asylum.

Kohl was particularly critical of East Germany. Many of the asylum seekers enter East Germany through the state-owned Interflug airline, and then pass through Berlin. There have been no border controls on the western side of the Berlin wall.

Kohl also called for a unified European response towards asylum seekers.

° According to an announcement by Radio Hanoi, "Vietnam has decided to release or reduce the prison terms of those prisoners who have made good progress in re-education."

The amnesty applies to prisoners who have served two-fifths of their terms, or 12 years of a life sentence, the announcement said. In March 1985, according to Amnesty International, Vietnam reported that approximately 7,000 persons were in re-education camps.

Recent Developments

OBSERVERS IN THAILAND SEE DWINDLING ALTERNATIVES FOR REFUGEES

Several individuals involved in the U.S. refugee program recently returned from fact-finding missions to Thailand and reported that, while third-country resettlement opportunities continue to diminish, little headway has been made on efforts to find alternative durable solutions for the refugee situation in Thailand.

"The dilemma both for Thailand and the international community is that no workable solution has yet been developed to replace third-country resettlement," said Roger Winter, director of the US Committee for Refugees. "Voluntary repatriation is not a viable solution in the near term. Local integration doesn't seem to be either, at this time. Certainly, adequate resettlement must continue. But in the absence of political resolutions in the region, the great need is for international attention, creative thinking, and effort to be focused on the issues of long-term care and protection."

Refugee processing is available for many of the 87,000 highland and lowland Lao currently in refugee camps in Thailand, according to Winter, who made a 12-day tour of the Thai-Lao border in August. He said that the Thai government and the United Nations High Commissioner for Refugees (UNHCR) are also trying to promote voluntary repatriation as a viable alternative to resettlement. UNHCR reports that, since 1979, approximately 3,000 Laotians have participated in a UNHCR-sponsored voluntary repatriation program. Winter said the Thai government so far has been unwilling to discuss prospects for local integration of Laotians.

Voluntary repatriation and local integration seem even more remote as possibilities for the Vietnamese and Cambodians in Thailand, according to Jim Towey, legislative director and counsel for Sen. Mark Hatfield (R-Ore.). Towey, who recently made his second visit to Thailand in as many years, said that the 140,000 Cambodians and the more than 3,000 land Vietnamese in Site 2 camp on the Thai-Cambodian border are "still in subhuman living conditions."

The situations of the Vietnamese and Cambodians in Thailand differ significantly in terms of their access to resettlement processing. Of the 10,000 land and boat Vietnamese in Thailand, better than 90 percent currently are available for refugee processing. Refugee processing is not available for any of the 260,000 Cambodians on the Thai-Cambodian border. Of the 25,000 Cambodians in Khao I Dang refugee camp, 4,300 are being processed for resettlement.

Mix of Resettlement and Repatriation Seen for Laotians During his trip to the Thai-Lao border, USCR director Winter visited more than 20 police stations and immigration posts between Nakhon Phanom and Chiang Rai, in order to study the border screening program implemented by the Thai government in July 1985. In this program, which is monitored and supported by UNHCR, Laotian arrivals are interviewed by Thai authorities and are either screened in as refugees or screened out as illegal immigrants.

Winter reported that UNHCR has five Thai lawyers on staff serving as monitors of the screening process. He said that UNHCR has indicated it has "a genuinely good opportunity to appeal negative decisions, and does win some number of them."

"The large problem," said Winter, "is not the validity of the screening process itself, but that a significant number of people are still being pushed back without actually getting to the screening." He said that the screening program was established last year in response to UNHCR and public protests that the Thai government, in early 1985, had increased both the frequency and severity of its periodic pushbacks of Laotian arrivals.

Winter concluded from his visit that "pushbacks are clearly continuing, and as long as they continue, the whole screening process is impeached." He referred to one incident on May 4, in which more than 200 Hmong reportedly were forced back across the border, where they were intercepted by Pathet Lao troops. Some sources say that seven of the Hmong leaders were taken aside and killed.

Winter said that highland Lao, and primarily the Hmong, are more frequently subjected to pushbacks than the lowlanders, although individual outposts seemed to exercise considerable autonomy in accepting, or rejecting arrivals.

Another problem Winter noted was that "new arrivals who are screened out are being detained for long periods because the Lao authorities have not implemented their agreement to provide for an orderly and safe return."

Figures provided by UNHCR in Thailand indicate that, from July 1985 to July 1986, about 5,300 Laotians have entered the screening process, of whom 3,000 have been designated as refugees. Most of this group have been transferred to UNHCR camps. Decisions are still pending for 900 more, and about 1,400 have been screened out and are being detained, primarily at police stations in the towns of Nakhom Phanom and Nongkhai. Winter said that a new detention center is to be built to house this group in Nakhom Phanom.

The State Department reports that there are currently 30,000 lowland Lao in Na Pho camp, and an additional 57,000 highland Lao (primarily Hmong) in the two camps of Ban Vinai and Chiang Kham. So far in FY 1986, about 8,500 lowland Lao and 4,000 highlanders have been approved for resettlement in the United States.

State Department officials report that on July 22, the Thai Ministry of the Interior announced that refugee interviewing would cease in Chiang Kham and Na Pho by January 1, 1987. Eligible candidates for resettlement would be transported to Phanat Nikhom for processing after that time, the ministry announced. The Thai government removed restrictions on resettlement processing for the inhabitants of Chiang Kham and Na Pho in April 1986.

Winter expressed concern that the elimination of refugee processing in these camps would further reduce the international presence along the Thai-Lao border. Monitoring of that area by the U.S. Embassy is already "very inadequate" said Winter, given the continued pushbacks of Laotian asylum-seekers.

Processing Under Way for Land and Boat Vietnamese Refugee processing began in January 1986 for some 4,400 land Vietnamese who fled overland through Cambodia and were placed in Site 2 South, according to Jim Towey, who returned to the border in July to determine whether or not their situation had improved. He found that "in relative terms, their situation is better than last year; in absolute terms, it is still a dangerous, demeaning existence."

Towey reported that the Vietnamese in Site 2 had been moved to a new southern location in the camp farther from the border fighting, and that their living conditions, including food, shelter, and sanitation, were "somewhat improved." He said that Sen. Hatfield had called upon the Thai government to move the entire population of land Vietnamese to a safer location, preferably to Phanat Nikhom.

As of May 1986, the Immigration and Naturalization Service (INS) reported that, in interviewing so far with the land Vietnamese, it had approved 1,700 people and rejected 270. The approved cases have been moved to Phanat Nikhom and to the refugee processing center in Bataan. More than 3,000 Vietnamese remain in Site 2 South. The State Department reports that land Vietnamese arrivals in Thailand have totalled 1,940 for the first ten months of FY 1986.

With the closing in April of Songkhla camp in southern Thailand and Sikhiu in the northeast, Vietnamese boat refugees in Thailand now reside only in Phanat Nikhom. Resettlement processing is in progress for the 5,500 Vietnamese in Phanat Nikhom who have moved from these two camps.

Susan Goodwillie, executive director of Refugees International, who visited Thailand for three weeks in July, reported that, despite the closing of Songkhla, UNHCR continues to maintain an office and staff in the South. Catholic Relief Services provides medical and counseling services to arrivals. Goodwillie said she was told by UNHCR officials that "most arrivals are transferred directly to Phanat Nikhom where they are made available immediately to resettlement countries for processing."

The State Department reports that, as of July 31, there were 3,460 boat arrivals in Thailand in FY 1986, primarily in the South.

No Durable Solutions in Sight for Cambodians "The mood in Khao I Dang right now is very depressed. Camp workers are seeing much more tension and family violence. Everyone feels like this is really the end," said Zdenka Seiner, assistant director for governmental relations for the Lutheran Immigration and Refugee Service, who visited the camp in August. She said that recent Thai announcements about closing Khao I Dang by the end of the year are being taken very seriously, both by the expatriate community and by the refugees themselves. UNHCR has estimated that 20,000 Cambodians will still be in Khao I Dang in December, at which time the Thai government has said they will be moved to the border.

Goodwillie said that number could be reduced to a few thousand if the United States and other resettlement countries make a concerted effort over the next few months to institute a final round of processing for everyone now in Khao I Dang. She was critical of the "disjointed, piece-by-piece fashion" in which the Cambodian refugee issue was being approached.

"We need to look at this as a whole," Goodwillie said. "First, we need to get the population in Khao I Dang down to a minimum. Then, if the rest are going to be moved to the border, they should still be provided with UNHCR protection, as should the other quarter-million Khmer on the border, the majority of whom are in Site 2, who may not have been given refugee status but certainly are in a refugee-like situation."

Of the more than 285,000 Cambodians in Thailand, only 25,000 are in the care of UNHCR. These 25,000 Cambodians, all of whom are residents of Khao I Dang, can be further divided into at least three distinct groups, based on their current processing status.

First are the 4,300 "family card holders" who arrived in Khao I Dang after February 1983 and before August 1984. This is the only group of Cambodians that the United States currently is processing for resettlement. State Department figures indicate that, as of August 27, INS had approved 1,041 people and rejected 572. Only priority categories P-1 through P-5 are currently being processed.

A second group of 7,100 "ration card holders," who arrived in Khao I Dang after August 1984, have not been made available for processing.

The third group consists of about 15,000 Khmer, all of whom have been rejected at one time or another by the United States, and in many cases by other countries as well (see Refugee Reports, Vol. VII, No. 7).

Some refugee processing of Cambodians needs to continue, said Goodwillie. In addition, the United States must make "a sincere and systematic effort to achieve family reunification through expedited immigration. The pieces are in place for this, but the commitment does not seem to be."

She also called for expanded education opportunities for those on the border, as well as elimination of black marketeering through the legalization of basic commerce, in order to improve the quality of life for those who are waiting for a chance to return home safely. "We need to recognize that the Cambodians may be facing a long, though temporary, stay."

As resettlement prospects dwindle, and other durable solutions still seem largely unworkable, the preservation of first asylum in Thailand may become even more of a challenge, according to those returning from site-visits. Said Seiner, "not everyone who enters Thailand is a refugee. And not everyone has a right to resettlement in the west. But everyone seeking asylum has a right to protection."

PROCESSING OF POLITICAL PRISONERS STARTS IN CUBA

Processing of certain groups of former Cuban political prisoners for resettlement in the United States has resumed after a delay caused by the suspension of the U.S.-Cuba immigration accord in May.

About 100 former prisoners are expected to be admitted to the United States as refugees, according to a source in the Immigration and Naturalization Service (INS).

On August 20, State Department, INS, and U.S. Catholic Conference (USCC) personnel went to Havana to begin processing.

The delegation will consider a list of prisoners with serious medical problems known as the "Bishops' List." In January 1985, the Roman Catholic Church presented Fidel Castro with a list of 146 names. He countered with a list of 75. The current Bishop's List has winnowed down to 56 names, as 19 of the former prisoners did not wish to come to the United States. USCC sources said that about 60 immediate family members might also be processed.

Others under consideration for processing are a group of 26 identified by explorer Jacques Cousteau, and the relatives of prisoners brought out by Rev. Jesse Jackson in June 1984. While the prisoners on the "Cousteau List" are being considered for refugee processing, people on the "Jackson List" are being considered for parole into the United States, rather than refugee processing, according to the USCC source.

The processing coincides with an announcement on August 22 of new measures approved by President Reagan to improve the U.S. embargo of Cuba. Among other actions, the proclamation prevents the issuance of preference immigrant visas to Cubans in third countries. The U.S. Interests Section in Havana terminated immigration visa processing after the immigration accord with Cuba was suspended in May 1985. However, Cubans had been obtaining visas by applying from countries other than Cuba. "This often involves the payment of bribes to Cuban and other officials, in an effort to circumvent U.S. policy," the proclamation said. Closing this loophole, the statement went on to say, would "prevent the Cuban Government from trafficking in human beings."

The announcement said that the new measures would not affect existing U.S. policy to assist long-term political prisoners to leave Cuba. "The United States will continue to facilitate their departure from Cuba and entry into the United States on humanitarian grounds," it said.

An earlier effort in July to resolve the breakdown of the immigration accord was unsuccessful. Michael G. Kozak, principal deputy legal advisor for the State Department, and the Cuban vice minister for foreign relations met July 8 and 9 in Mexico City, but were unable to reach an agreement for the resumption of normal immigration and the return of "excludable" Cubans from the Mariel Boatlift of 1980.

While the renewed processing of political prisoners is welcomed by the Cuban-American community, questions continue to be raised about restrictions on those under consideration.

"Only those prisoners who have been imprisoned at least ten years are considered for entry to the United States," said Frank Calzon, executive director of the Cuban American National Foundation. "I don't understand the basis for that policy."

"We hope that the United States is serious about going after loopholes in the trade embargo," he said, "but we disagree with the notion of pressuring Castro by limiting visas."

MOVE TO MANDATE NATIONAL INS COMPUTER CHECK OF ALIENS STIRS CONTROVERSY

A joint hearing was held by two House subcommittees on August 6 to consider whether to require nationwide implementation of an INS computer program to verify the eligibility of aliens applying for various public entitlement benefits. The requirement is incorporated in section 121 of the Immigration Control and Legalization Amendments Act of 1985 (H.R. 3810), now pending in the House of Representatives.

The program, Systematic Alien Verification for Entitlements (SAVE), enables state agencies to conduct a computerized record check with the Immigration and Naturalization Service (INS) to determine whether applicants have legal immigration status entitling them to federal benefits.

The SAVE program is operating in California, Colorado, Florida, Illinois, Indiana, and Montana and has been tried experimentally in other states. H.R. 3810, as currently written, would make SAVE mandatory throughout the United States as of October 1, 1988 to verify the immigration status of persons applying for federal assistance under Aid to Families with Dependent Children (AFDC), Supplemental Security Income (SSI), unemployment compensation, Medicaid, food stamps, housing assistance, and federal student financial assistance programs.

The Senate version of the immigration reform bill (S. 1200), which was passed last September, included a floor amendment introduced by Sen. Paula Hawkins (R-Fla.) mandating nationwide implementation of SAVE. The amendment was opposed by both Senators Alan K. Simpson (R-Wyo.) and Edward M. Kennedy (D-Mass.), chairman and ranking minority member respectively of the Senate Subcommittee on Immigration and Refugee Policy.

Congress Expresses Doubts about Expansion of SAVE In the August 6 joint hearing, the House Subcommittee on Housing and Community Development and the House Select Committee on Aging reviewed the SAVE program as well as new Housing and Urban Development (HUD) regulations that would require verification for occupants of federally assisted housing (see Update).

At the hearing, Rep. Henry B. Gonzalez (D-Tex.), chairman of the Housing and Community Development Subcommittee, said that he would offer an amendment to the immigration reform bill allowing HUD to waive mandatory participation in SAVE. He said he would also offer an amendment to make the alien verification procedures of H.R. 3810 consistent with an earlier amendment to H.R. 1, the Housing and Community Development Act of 1980, that would allow federal housing benefits for those households in which at least one family member could verify legal status. This would avoid the break-up or eviction of "mixed households" in which, typically, undocumented alien parents may have American-born children who are citizens. The amendment to H.R. 1 would also exempt from verification occupants more than 61 years of age.

Other House subcommittees (Agriculture, Education and Labor, Energy and Commerce, and Ways and Means) have offered amendments to the immigration reform bill allowing the departments of Agriculture, Education, Labor, and Health and Human Services (HHS) to waive participation in SAVE if they think state agencies have comparable verification procedures or if they think costs would outweigh benefits. The four House subcommittees would also require a GAO study of the SAVE pilot programs before mandatory nationwide implementation.

The immigration reform bill now includes several amendments adopted by the full House Judiciary Committee that would eliminate restrictive definitions of the classes of aliens eligible for federal assistance programs; codify the practice of "presumptive release," so that aliens with unclear status would receive benefits pending a final determination of eligibility; require the availability of an administrative hearing for persons denied assistance; and prohibit the INS from using SAVE-generated data for enforcement purposes or in a discriminatory manner.

Testimony Raises Questions about SAVE Witnesses at the August 6 hearing raised a variety of questions about the SAVE program. Alicia Smith, staff director of the

Committee on Human Resources of the National Governor's Association, testified that the governors "have serious reservations about the imposition of a mandate that all states implement SAVE." She cited Census Bureau estimates that 80.8 percent of the undocumented alien population resides in five states. She said, "The mandatory verification system may become a costly undertaking for small states." She suggested that the costs of administering the program "could well exceed the benefits."

Smith pointed out that the INS data base uses "A" numbers to identify resident aliens, but that there are many aliens "under color of law" who do not have "A" numbers, including refugees, asylees, entrants, and people in immigration proceedings. Such people, she said, are eligible for federal entitlements. She said that ten percent of aliens referred to INS for further processing were eligible claimants, and "that a number of lawful permanent resident aliens were improperly denied unemployment compensation." (See lead story.)

Gaps in INS Computer System Alleged

Charles Kamasaki, speaking on behalf of the National Council of La Raza, testified about other gaps in the INS automated file system. He cited a sworn statement by the chief of the index system of the INS Office of Information Systems in 1985 that 6.2 million records have not been entered into the central index system and that the backlog is increasing. He also cited a New York Times report that the INS's effort to establish computerized files "appears likely to [be] set back for several years" because of a GAO finding of major improprieties in the INS equipment procurement contract that caused the INS to cancel it.

Kamasaki also questioned the cost effectiveness of the program. Citing statistics from SAVE pilot projects in Texas, New York, and Colorado, Kamasaki said, "extremely low savings have been the rule of recent SAVE pilot projects."

In Colorado, for example, which operated SAVE in all major entitlement programs in 1985, Kamasaki pointed out that only 17 ineligible aliens were identified for actual savings of $3,046. He found a net loss for the program by contrasting the reported savings with the $10,500 annual cost, excluding staff time, as reported by the Colorado Department of Social Services.

Monsignor Nicholas DiMarzio, executive director of Migration and Refugee Services of the U.S. Catholic Conference, suggested that one of the reasons for low cost savings was that undocumented aliens seldom apply for federal entitlement programs in the first place. He underscored this point by sharing the results of his own research concerning 1,800 undocumented aliens in the New York metropolitan area. His study found that "very few undocumented aliens took advantage of federally assisted income transfer programs."

Diane Dorius, counsel for the House Subcommittee on Housing and Community Development, told Refugee Reports that the INS had been invited to testify at the August 6 hearing. She said, however, that they did not send a representative to testify.

INS Responds to Criticisms Duke Austin, INS spokesman, told Refugee Reports that INS Commissioner Alan C. Nelson was out of town at the time of the hearing and that INS had been given insufficient time to prepare testimony.

Austin disputed the charge about a 6.2 million file backlog, saying the backlog was comprised of nonimmigrants such as students and visitors. He said that refugees are accorded full entitlement because of their legal status and that they would be identified as such by the computer. Asylees would be identified, but no decision would be made as to their eligibility.

"INS makes no decision about anybody," said Austin. States still make the final determination whether to grant a benefit or not. "The state may grant an entitlement anyway for humanitarian reasons," he said.

The INS stresses that aliens are not denied benefits solely based on the initial computer check. When the automated check cannot verify an alien's legal status, state agencies are directed to use a "secondary verification" form by mail. The INS then conducts a check of physical records.

Asked if SAVE would be used for enforcement, Austin said, "There is a potential for us to exercise our responsibility to remove those persons from the United States."

INS Maintains Program Would Save Money

Austin added that the costs of the program for states are minimal. "I don't see any huge cost being put out by states," he said. "To participate, all you need to do is purchase a computer terminal to tie into our system."

He challenged the amount of staff time required to initiate secondary verification. "Licking an envelope is not labor intensive," he said.

Neville Cramer, INS senior special agent, who is the program coordinator for SAVE, told Refugee Reports that INS estimates a savings of $2.8 billion through SAVE.

He reached the estimate by dividing the $112 billion U.S. expenditures in "high risk" entitlement programs, such as food stamps, AFDC, and housing, by the estimated 2.5 percent of the U.S. population that INS considers to be undocumented.

Cramer added that, in addition to the actual "hits" where ineligible alien applicants are identified and denied benefits, a hidden cost savings is the deterrent value of SAVE. "We have found that when word gets out about SAVE many illegals do not apply in the first place."

In terms of actual savings, Cramer said that SAVE had indeed been cost effective in Colorado. In the unemployment compensation segment of the program alone, Cramer cited State of Colorado statistics indicating that it saved $141,660 in the first half of 1986, based on 49 denials. He estimated the cost for Colorado to be about $5,000 to $6,000 for the computer plus the cost of one employee.

Refugee Reports contacted the Colorado governor's office Colorado to resolve the discrepancy between INS and La Raza in figures given of SAVE costs and savings. The figures cited by La Raza referred to "actual savings" in 1985 for AFDC, food stamps, aid to needy disabled, and old age pension.

Ira Mehlman, assistant to the governor, estimated the "projected savings" for 1985--based on "average length of stay" for the particular benefit programs to have been $32,807. He added to that figure a projected 1985 savings in the labor and unemployment category of $260,604.

Mehlman's estimate for projected savings across the board for the two-and-one-half year period of the pilot project to have been $2.7 million at a cost of about $10,000 to set up the program and $25,000 per year to maintain it.

Projects and Programs

FORD FOUNDATION PROMOTES LOANS FOR REFUGEE BUSINESSES IN HAITIAN AND SOUTHEAST ASIAN COMMUNITIES

Haitian and Southeast Asian refugees in Miami, Portland, and San Francisco have improved their chances of starting or improving small businesses thanks to a program of revolving loans funded by the Ford Foundation.

"Many refugees would like to go into business," said Vu-Duc Vuong, executive director of the Center for Southeast Asian Refugee Development (CSEARR) in San Francisco, "but they have no credit history and request amounts too small for most banks." During a two-year period, Vuong met with program officers from the Ford Foundation to develop a proposal to help those refugees unable to gain access to standard sources of investment capital.

The Ford Foundation saw the loan program as an opportunity to create jobs in refugee communities and to increase these communities' sense of self-sufficiency. "As the refugee community has begun to get a toehold, they have begun to see the development of small businesses as a way to develop community strength," said Ellen Arrick, Ford Foundation program officer. She added, "It may be coincidental, but not surprising, that in addition to lending to businesses that create jobs, the tendency is to support businesses that otherwise serve their communities as well."

CSEARR announced its first two loans to refugee businesses under the program in April. A loan of $10,000 went to the Vientiane Market, a Laotian-American owned food store in the refugee-dense Tenderloin district. A Vietnamese-born fish dealer received the other loan for $20,000 from CSEARR, which was augmented by a $40,000 loan from the San Francisco Mayor's Office of Housing and Economic Development. "It is an ideal instance of cooperation between the public and private sectors," said Vuong.

Local Banks Participate in Portland Loans

The oldest of the three revolving loan programs, the Economic Development Project of the International Refugee Center of Oregon (IRCO), has succeeded in sparking the interest of local commercial lenders in refugee business investment.

IRCO has succeeded in doubling the impact of the Ford Foundation's $500,000 grant through matching loans from local lenders. For the $211,500 in Ford money that has thus far been loaned, $281,500 in matching loans have been made by commercial banks in the Portland area.

Commercial lenders have been impressed by IRCO's success in tying loans to small business technical assistance. "We spend three to nine months 'grooming' our clients to get them ready to apply for the loan," said Eric Howard, director of IRCO's Economic Development Project. "From the moment we first approach the bank, we nurture the relationship." He added, "Then we monitor the businesses after the loans are made."

Refugees who apply for loans must be willing to sign a technical assistance service agreement; they agree to work with IRCO staff to develop a business plan and marketing studies. Refugees are expected to submit periodic financial statements and, of course, to pay back the loans.

Howard said that training offered by IRCO includes an eight-session classroom program on small business management. The workshops introduce refugees to U.S. business practices of bookkeeping, financial statements, credit and collections, business plans, advertising and pricing, business contracts and insurance, and taxes and government reports.

"This is not a giveaway by any means," said Weston Johnson, assistant vice president of the U.S. National Bank of Oregon's main office loan center. Johnson sits on the board of the Refugee Loan Fund that decides, independently of IRCO, whether loans should be approved.

How Loan Decisions Are Made Johnson said, "We make our decision on the basis of a traditional check-off: business experience, kind of business, market strategy, business location, whether he has followed his trade since leaving his home country, and whether he is receptive to counseling to acclimate him to the U.S. business climate."

Johnson acknowledged that by the usual standards of commercial lending, "we are not reviewing dazzling loan applications with financial strength." He said, "Virtually every applicant we've seen has not had much in the way of collateral support. We are dealing with people who arrived with virtually nothing. No personal assets. In many cases, not homeowners. A car is frequently the sum of their assets."

The bottom line for Johnson is whether the business has a fair chance of success. "The idea is to get the Ford money back into the community." The revolving loan program is designed so that new loans will be made with the money paid back by the borrowers.

"We will turn down loans if we think the borrower won't return the money or accept technical assistance," he said. Johnson observed that the Asian refugee culture considers financial information to be private and that some refugees resist keeping financial records. "But this is the cornerstone of American lending," he said. "If the refugee is not willing to manage his business according to this culture, it is a prescription for failure."

Has the program been successful? "No losses to date," said Johnson.

Howard said that the primary criterion IRCO looks for is job creation. They require that one refugee job be created per $15,000 of loan. Howard said that it was his impression that refugee-owned businesses are the largest employers of refugees.

Loans Boost Haitian Business Development

Haitian nationals in the United States have faced many obstacles to economic development. In most cases they lack clear legal status as refugees and come from one of the world's poorest countries.

Henri-Robert Lamothe, executive director of the Haitian Task Force, described the "Little Haiti" area where most newly arrived Haitians gravitated in the 1970s and early 1980s as an area in decay. Businesses had fled, and prostitution was rampant. It was common to find five adults in a one-bedroom apartment. Fearing deportation, Haitians would not seek social services. It was in this environment, Lamothe said, that many Haitians began to develop their entrepreneurial skills.

The Ford Foundation began with a pilot grant of $50,000 that was followed by another $450,000. The Haitian Task Force is now committed to making $150,000 in revolving loans available to area businesses per year.

The Haitian Task Force also provides technical assistance as part of its loan and service package for Haitian borrowers. A workshop for more than 200 Haitian merchants was held in June with the Small Business Administration to provide orientation about laws, insurance, record keeping, accounting, and business expansion. Another workshop on import-export is scheduled for September 25.

In order to improve the chances that loans will go to businesses with good potential for survival, the Haitian Task Force has limited its loans to improvements of businesses that have been in existence for at least a year. These businesses have included a beauty salon, cleaning firm, grocery store, auto parts store, film processing firm, juice shop, and restaurant. The loans have also helped to retain 12 Haitian jobs and create 15 new jobs for Haitians, according to Lamothe.

The Task Force devotes much of its energy to helping find markets for the products and services of the Haitian enterprises. "To draw in the outside dollars," Lamothe said that he was trying to help businesses expand outside Little Haiti.

So far, nine loans have been extended. "All are paying on time every month. None are past due," said Lamothe.

Loans Contribute to Community Improvement Plans The loan program is but one aspect of the Haitian Task Force's strategy to develop an economic infrastructure for Little Haiti. "We realized that we needed a clean community in order for businesses to succeed," said Lamothe.

Provided with a $30,000 grant from the Miami Department of Community Development, the Haitian Task Force undertook a facade program to improve the appearance of the businesses along Little Haiti's commercial corridor. "We painted 27 buildings," said Lamothe, "and then discovered a ripple effect as non-Haitians started painting their buildings."

"The changes have been unbelievable," said Fred Fernandez, assistant director for community development in the Department of Community Development. "The whole area is changing. Although it is still a depressed area, lending institutions are seeing new businesses open here. They see hard work and dedication."

Fernandez sees great strides in the development of the Haitian community. "They are following the steps of the Cuban community," he said. "Only this time, they are learning faster because they have the benefit of the Cuban refugee experience."

Meetings and Conferences

° A conference on refugee health care organized by the Wisconsin Refugee Health Program will be held on September 29 and 30 at the Wisconsin Center of the University of Wisconsin in Madison. "The Next Decade: The 1986 Conference on Refugee Health Care Issues and Management" will focus on the development of new health care delivery systems for Southeast Asian refugees in light of federal funding cuts and the entry of refugees into the mainstream of American culture.

The conference fee is $90. To register, contact Sarah Aslakson, Continuing Medical Education, 465B WARF Building, 610 Walnut St., Madison, WI. (608) 263-2956. For further information, call Jim Enriquez (608) 266-3411.

° The Central California Forum on Refugee Affairs will sponsor a conference entitled "Refugees: A System Overload?" to be held on October 2 and 3 at the Hacienda Resort and Convention Center, 2550 W. Clinton, Fresno, California.

Workshops will address employment, health, education, criminal justice, mutual assistance associations, and social issues. The registration fee is $100. Please send checks to Karen Gillian, Central California Forum on Refugee Affairs, 5479 N. Fresno St., Suite 100, Fresno, CA 93710. For further information, call Nancy Germanetti, (209) 453-6164.

Resources

VIDEO DOCUMENTS HAITIAN BOAT PEOPLE

The story of persecution and flight of Haitian boat people emerges through artistic expression and interviews with refugees in Voyage of Dreams, a video produced and directed by Colis Davis and Raymond Cajuste.

The 30-minute, color documentary creates a montage of images, testimonies, and music evoking the economic, political, and cultural background of Haitian boat voyages and their aftermaths.

Voyage of Dreams is available in video or 16 mm. for rental ($50) or purchase ($300 for the video; $425 for the film). To order, contact Cinema Guild, 1697 Broadway, New York, NY 10019. (212) 246-5522.

Also available from Cinema Guild are other documentaries on Haiti, including Bitter Cane, which examines exploitation in rural Haiti, and Haiti: Reason to Flee, a 27-minute video excerpted from the feature-length Bitter Cane, which focuses on the Haitian boat people and their reasons for fleeing their homeland.

NEWSLETTER KEEPS TABS ON HAITI

A quarterly newsletter is being published by the Washington Office on Haiti in an effort to provide current information about human rights conditions in Haiti and the status of Haitians in the United States.

The annual subscription for The Haiti Beat is $5.00 for individuals, $7.00 for institutions. Please send checks to the Washington Office on Haiti, 110 Maryland Ave., NE, Washington, DC 20002. (202) 543-7095.

BOOK ANALYZES HAITIAN MIGRATION

An analysis of the factors leading to Haitian migration has been written by Josh DeWind and David Kinley. The authors explore, in particular, the relationship of international development aid to the political economy and migration.

Aiding Migration: The Impact of International Development Assistance in Haiti is available, prepaid, for $17.25, plus $2.75 for postage, from Dr. Josh DeWind, Center for Social Sciences, Columbia University, New York, NY 10027.

BIBLIOGRAPHY ON HAITI AVAILABLE

A comprehensive collection of works concerned with Haiti including items in English and in Creole has been compiled by Prof. Robert Lawless for the Caribbean Migration Program of the University of Florida. The 146-page bibliography includes a wide range of subject headings, including migration, as well as an author index that is cross-referenced with the 1,475 published and unpublished items listed.

Single copies are available free of charge from the Center for Latin American Studies, 319 Grinter Hall, University of Florida, Gainesville, FL 32611. (904) 392-0375.

THE EXPERTS ASSESS HAITI

Twenty-five leading authorities on Haiti examine a broad range of economic, cultural, and political factors contributing to the country's under-development in Haiti--Today and Tomorrow: An Interdisciplinary Study.

An essay on migration, written by Alex Stepick, maintains that it requires "mental gymnastics...to maintain the myth of political, as opposed to economic emigration."

The author refuses to separate the political and economic spheres in Haiti. He said, "The peculiar political-economic structure of Duvalier's Haiti highlights the inadequacies of the distinction between political and economic interpretations of migration at the same time that it increases the suffering of some citizens and the rate of out-migration."

The 404-page volume, published by the University Press of America, is available from bookstores for $17.50 paperback, or $30 hardback.

HUMAN RIGHTS IN HAITI EXAMINED

Although dated by the fall of the Duvalier regime, an Americas Watch Committee report provides important documentation of human rights abuses in Haiti. The 34-page report, based upon a July 1985 Americas Watch mission, found systematic repression of the press, the Haitian intelligentsia, and the Church. It examines the "Political Parties Law" that severely restricted the right of political association.

Haiti: Human Rights under Hereditary Dictatorship is available for $4 from Americas Watch, 36 W. 44th St., New York, NY 10036.

ASYLUM CASES FILED WITH DISTRICT DIRECTORS
FY 86 AS OF JUNE 30, 1986

NATIONALITY*	Received to date	Granted to date	Denied to date	Pending, to date	NATIONALITY*	Received to date	Granted to date	Denied to date	Pending as of June 30, 1986
TOTAL	13,304	2,662	3,768	104,460					
AFGHANISTAN	147	40	48	100	LIBERIA	36	3	14	23
CHILE	18	5	2	12	LIBYA	83	30	15	58
CHINA (PEOPLE'S REP.)	28	13	6	26	MEXICO	11	0	7	10
CUBA**	1,651	108	598	92,830	NICARAGUA	5,044	770	509	4,888
CZECHOSLOVAKIA	40	15	8	30	PAKISTAN	54	0	20	51
EGYPT	25	0	14	20	PHILIPPINES	54	9	54	29
EL SALVADOR	1,736	43	577	1288	POLAND	729	319	264	313
ETHIOPIA	272	127	146	122	ROMANIA	146	101	38	57
GUATEMALA	368	2	174	254	SIERRA LEONE	0	0	0	12
HAITI	147	2	89	2,843	SOMALIA	58	11	35	13
HONDURAS	85	0	9	103	SOUTH AFRICA	35	8	20	25
HUNGARY	59	19	12	44	SRI LANKA	18	0	15	36
INDIA	91	0	64	52	SYRIA	77	24	32	61
IRAN	1,692	919	650	687	U.S.S.R.	27	29	9	13
IRAQ	44	7	28	32	UGANDA	28	6	35	29
ISRAEL	6	0	4	10	VENEZUELA	10	0	0	12
LAOS	12	2	5	10	YUGOSLAVIA	107	4	29	64
LEBANON	186	3	184	120					

* Nationalities with fewer than 10 applications pending are omitted from this chart, but are reflected in the total.

** Cuban asylum applicants who are adjusting to lawful permanent resident status under the Cuban Adjustment Act of 1966 appear as "cases otherwise closed" in this report.

Source: Immigration and Naturalization Service

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